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ABSTRACT

These four reprinted reports from 1975-1982 direct their attention primarily at the curriculum entitlement of young people in Great Britain. Three educators provide a linking commentary to the present time. An introduction (Flower) describes the context in which the reports were written and traces the genesis of the thinking of the Study Group on the Education/Training of Young People set up by the Rubber and Plastics Processing Industry Training Board in 1974 and the development of its ideas. It sets out the underlying philosophy developed by Morris Kaufman as he led the group in making its proposals. "First Report of the Study Group on the 'Education/Training of 16-18 Year Olds'" concerns itself primarily with the transition from school to work. "Commentary on Second Report" (Bell) emphasizes the group's assertions about the role of schools in a rapidly changing society. "School Curricula for a Changing World" (the second report) proposes alternative pathways, which follow different routes and take different lengths of time to reach the goals of education but which should be equal in provision, adequacy, and ultimate achievement. "Commentary on Third Report" (Leech) finds several links to current developments regarding 14- to 18-year-olds. "Work and Learning: Proposals for a National Scheme for 16-18 Year Olds at Work" (the third report) considers the framework within which the ideas elaborated in the first two reports could be realized. "Commentary on Fourth Report" (Bell) reviews "The Way Forward: A Practical Proposal for Introducing Change in School Curricula" (the fourth report) in which Kaufman's group developed a discussion of the nature of competencies and skills. "Summing Up" (Leech) makes a brief overview of the four reports and takes the first steps into extending their philosophy into a post-18 continuing education and training agenda to cover adult learning in work and at college. Twenty references are found at the end of the report. Appendixes include a list of study group members, glossary of acronyms and initialisms, and a personal note on Kaufman. (YLB)

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ALL OUR FUTURES:
Four Studies of Development through Education/Training

Coombe Lodge Report

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The Further Education Staff College

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Volume 21 Numbers 9 and 10

ALL OUR FUTURES:

Four Studies of Development through Education/Training

Introduced by
Fred Flower, Gordon Bell and Michael Leech

In Honour of Morris Kaufman 1919-1988

FESC

Coombe Lodge Reports

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Four Studies of Development through Education/Training

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Former Principal
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Harold Rosen
Emeritus Professor, University of London, Institute of Education

FOREWORD

The Further Education Staff College is reprinting these reports from the late 1970s and early 1980s in memory of Morris Kaufman, and because their messages for the providers of education and training are still relevant today.

Morris was a remarkable man: an industrial chemist, chief training adviser to the Rubber and Plastics Processing Industry Training Board, Chairman of Governors of the Polytechnic of North London, and Chairman of the influential study group which produced these four reports on what he insisted calling the 'education/training of young people'. His good sense — in perceiving that, to the young, learning is of a piece whether in education or the workplace — shines through the documents and is exceeded only by his desire to assist the growth into adulthood and working life of large numbers of school leavers for whom little was being done by further education or industrial training.

It is much to the credit of the RPPITB that it supported Morris in bringing together a group of experienced and influential educators, trainers, civil servants and industrialists to advise the vocational education/training system generally on ways of organising the transition from school to work of what was then (in the mid-1970s) a good half of our school-leaving population. The group's first report preceded Prime Minister Callaghan's Ruskin Speech which launched the Great Debate on the future of education in the UK and its relation to employment. Indeed, the ideas in the first report made direct impact on the schemes of Unified Vocational Preparation for young workers which were introduced after the Ruskin Speech, and they also influenced the provision which was made under the Youth Opportunities Programme.

The study groups directed their attention primarily at the curriculum entitlement of young people whether they be at school or in further education. Recognising that a large proportion of young people sought employment at the end of the compulsory stage of education, they put first the curriculum processes which they saw as underpinning the transition from school to work. While each report had a different focus, it was intended from the outset that they should all be of equal value to the schools sector and to further education. To this end, representatives from both schools and colleges were invited to join each study group.

In reprinting these four reports the Further Education Staff College has invited three educators to provide a linking commentary to the present time. Fred Flower reminds us of the context in which the reports were written and traces the genesis of the group's thinking and the development of its ideas over a period of some eight years. In particular he sets out the underlying philosophy which Morris Kaufman evolved as he steered the group into its profound yet practical proposals. Gordon Bell provides a commentary on the second report with its emphasis on school curricula. Michael Leech looks back upon the third report and finds several links to current 14-18 developments. Gordon Bell goes on to review the fourth report in which Morris Kaufman's group developed a fascinating discussion of the nature of competencies and skills. In a concluding section, Michael Leech makes a brief overview of the four reports and does what Morris Kaufman would be likely to do now, which is to take the first steps into extending their philosophy into a post-18 continuing education and training agenda to cover adult learning in work and at college.

We are still trying to answer the questions posed by Morris and his colleagues. The latest attempt to address the transition from school to work has been made by the Confederation of British Industry in its proposals for careerships and individual credits for education and training for all 16-18s (**Towards a skill revolution,** CBI, November 1989). The Confederation approaches the issue of a broad-based further education through 'common learning outcomes'; the Trades Union Congress 1989 report **Skills 2000** proposes *inter alia* 'the young people's education and training credit'; the Department of Education is promoting the idea of 'core skills'; the Technical and Vocational Education Initiative is in favour of 'general competencies'; the National Council for Vocational Qualifications talks of 'generic units'. All these organisations are attempting to solve the problem of combining on-going education with employment-related competence. The main question still to be answered is how to blend the development of personal qualities with the acquisition of knowledge and skills which are useful for work. The essential difference between Morris Kaufman's approach and today's attempts lies in his stress upon the relationship between adults and young people during the transition phase. It is that emphasis upon the educational process which makes his reports so fresh and so valuable 15 years after the first of them was published and which still warms the hearts of teachers and education managers.

Geoffrey Melling
Director
Further Education Staff College

Editor's Note

The original reports of the study group on 'The Education/Training of 16-18 Year Olds' elicited a wide response and many helpful comments from readers. Each set of comments illuminated the subsequent report. The Further Education Staff College, in republishing these reports, would also welcome written comments from readers.

Jean Finlayson

INTRODUCTION

Fred Flower
Former Principal
Kingsway-Princeton College, London

WHY REPUBLISH THESE REPORTS?

The four reports of the Study Group on the Education/Training of Young People set up by the Rubber and Plastics Processing Industry Training Board (RPPITB) in 1974 were published at various dates over the eight years 1975-1982. They were topical and addressed questions of current importance. They were also practical and their recommendations were intended to be implemented in the immediate future. The group did not commission any special piece of research nor do the reports contain any extended theoretical discussion of the matters with which they are concerned. Finally, some of the recommendations, even if not fully implemented, would appear to have been overtaken by changes in the organisation and the curricula of schools and further education and parallel developments in training in industry and commerce. What then, it may be asked, is the point of republishing them in 1989?

While it is true that recent reforms in education and various developments in training have contributed towards reducing the isolation of the sectors of education from each other and to bridging the gap between education and industry, there is little trace of the unified approach followed by the Study Group that characterises these reports. The partial solutions to problems that have been applied by government and industry, while an advance on the situation obtaining earlier, have ignored some of the features the reports identified as of critical importance. Unless these are recognised and dealt with, some of the reforms may be rendered invalid or inoperable.

In consequence the action taken has, in some cases, created fresh difficulties or rendered some of the more fundamental and intractable problems harder to resolve. A temporary respite may have been gained at the cost of rejecting a more thorough analysis. The approach and mode of thinking of these reports may even at this date have a contribution to make to the long-term reconstruction of our system of education and training.

THE STUDY GROUP AND ITS REPORTS

The Study Group was set up in 1974 and published its first report in 1975. Its initial remit sprang from the RPPITB's concern 'with the limited recruitment of young people to the rubber and plastics industry and their lack of subsequent training'. The composition of the group was designed to enable a comprehensive discussion to take place. It therefore included representatives 'of all those elements which might be expected to have views on the education and training of this sector of the population'.

Although the group was relatively small it drew on an unusually broad spectrum of experience. Those from education included teachers from schools and further education, representatives of the youth service, the careers service and voluntary bodies such as Trident Trust and Outward Bound. The industrial representatives included not only training managers but, on occasion, line managers as well. An HMI, officers from the Department of Employment and the Training Services Agency, and a distinguished programme director from the Tavistock Institute whose interests spanned education and industry and the transition from school to work, were also members of the Study Group.

The group maintained continuity in its membership over the eight years of its existence through a central core of 14 or so with additional people invited to join it for specific remits. Each report was the work of 20 or so members, though 40 people in all took part at some stage in its deliberations (see Appendix 1).

The remit of each report grew out of the experience of preparing the earlier reports. The first report 'stressed that adolesence is a bridge of transition with one end based on school and the other on work'. It concerned itself, however, primarily with what happened after school. A natural sequel was to consider how schools might prepare for transition to adult life. This became the theme of the second report. [illegible] third report elaborated in greater detail the forms of continued education/training that might be appropriate after leaving school. Finally, the fourth report greatly expanded consideration of the principles upon which a satisfactory curriculum might be built and some of the obstacles that would be encountered. Although the focus of all four reports is upon that section of the youthful population that up until the present has derived least benefit from education and training, the manner in which this discussion is developed has implications — some of which are spelt out in the fourth report — for all students in schools and further education colleges.

OVERCOMING DIVISIONS

In the past there has been a tendency to compartmentalise the sectors of education and training, no doubt in order to reduce the issues being examined to a manageable size. Thus primary education, secondary education, further education and higher education tend to be isolated from each other. Even at the points of transition, what usually captures the attention of observers is the entry requirements of the 'higher' institution. Thus where the sectors have been linked it has been through the examination route of the most successful pupils into higher education. (The effects of this are discussed in the fourth report.) It is by an extension of this traditional mode of linkage that the new National Curriculum with its proposed system of tests hopes to achieve the integration of the parts of the system.

In spite of excellent work by careers officers and careers teachers in schools, contact in the past between the careers service and the schools has often been tangential and the youth service, while acknowledged and often sharing premises with schools, has not always been perceived by all teachers as an essential part of the education system. Its approaches and methods are commonly neither understood nor adopted in schools.

Again, until comparatively recently when the rise in the numbers of unemployed young people has forced a change in thinking, a clear relation between 'education' (what happens in schools) and 'training' (what happens in companies) has not been generally welcomed or understood. While further education could, and occasionally has, provided a link between the different sectors, too often it has itself been divided into discrete segments — often hierarchically ordered.

The careful selection of those invited to join the Study Group was an attempt to overcome these divisions and to ensure that all relevant voices were heard.

ASSUMPTIONS AND PERCEPTIONS

What marks out these four reports as exceptional documents with a message that is still relevant is the holistic perception that informs them and that derives from Morris Kaufman himself.

His commitment to this work stemmed from two sources. In the first place he had a compassionate concern for those young people 'who leave school without any, or with minimal academic attainment, with no career ambitions and who take up unskilled work and who generally find no commitment to any job in which they find themselves'. Secondly, he was alarmed at the poor quality — in many cases the total lack — of basic training in companies that has resulted in shortages of skilled, trained, reliable and adaptable people that has put Britain at such a disadvantage with her competitors.

Under his guidance it was natural that the Study Group rejected the temptation to seek simple nostrums or quick solutions. Instead it placed this review of the young people who were its special concern in the full context of an age group in movement from childhood to adulthood, from dependency to autonomy, symbolised by the transition from school to work. Thus, as the first report points out, while the 'academic' child can buy time by continued education in his or her progress towards maturity the young person going into work (or nowadays unemployment) needs a comparable period of 'education'. From this fact arises the importance for the learner of the training process in the company and of the so-called 'industrial tutor'.

Central to this thesis is the unitary nature of the learning process. From the standpoint of the learner the distinction commonly made between education and training is arbitrary and unreal. Hence the insistence throughout the reports on the use of the term 'education/training'.

ALTERNATIVE PATHWAYS

The second report takes up the extension of this thinking and a new theme. While the goals of education — both social and personal — may be common, the routes by which they are achieved may be different. The concept of alternative pathways is not, however, a dressed-up version of streaming or banding or some similar organisational device. Kaufman was very impressed by a phrase of the then Federal Minister of Education in the Bonn Government, which he encountered during one of several visits to the Federal Republic to study the Dual System of education and training. The Minister spoke of two paths — 'The Royal Road' (Gymnasium and Higher Education) and 'The Tramp's Route' (the vocational route). The Minister was anxious to even up the facilities available in each route, to eliminate the discrimination that marked the 'Royal Road'. Kaufman recognised that alternative paths were necessary, following different routes and perhaps taking different lengths of time to reach comparable goals, but they needed to be equal in provision, adequacy and ultimate achievement. For this concept to be valid there had to be a guaranteed possibility of continuity along all pathways, not merely that from the sixth form into higher education.

This concept implied two further elements. The first was not merely to stress the unitary character of learning but to ensure that it was reflected in a unified pattern of provision in which 'educational provision' was not severed from 'training provision', and that achievement under each banner was mutually recognised. Along with this proposition of alternative pathways, and the growth of the individual towards autonomy, went the idea of learners taking responsibility for their own learning and choosing the route they wished to pursue.

This thinking assumes a comprehensive pattern of education and training but not a restrictive pattern of so-called comprehensive institutions. In this pattern everyone is not compelled to do identical things in identical ways within a limited time-span. There is flexibility and room for choice with learners finding out for themselves what they can do best and making their own decisions about their personal goals.

There is a consequential need to ensure that *all* alternative pathways are 'routes' and do not end up in culs-de-sac. Though the concept of the group of activities now labelled 'Access' is implicit in the thinking of the reports, it is not spelt out in detail. In 1982, when the last report was published, the development of Access courses was in its infancy. The Further Education Unit's account of ILEA's early experiments in this field (**Transition and Access**) was not published until 1983 but it demonstrates how an alternative pathway can develop into a through route.

It is unlikely, even if there were a massive expansion of higher education, that most people would wish to pursue a degree course. Nevertheless, the possibility should exist for everyone to do so — even those pursuing 'The Tramp's Route'. It is interesting to note that most Access courses follow the pattern and process of course design advocated in these reports. The traditional route is by way of an academic path of unrelated single subjects imposed on all pupils alike, whether they are seeking HE entry or not. Although the examination goal is concerned primarily with content, there is no close match between the precise content of the subjects studied at the preliminary stage (i.e. GCSE or GCE 'A' Level) and what is subsequently studied at university or polytechnic. Access courses derive from the learning requirements of potential HE students and attempt to take account of their existing experience and their special needs. Most courses are concerned only to a minimal extent with content. Their main emphasis is upon study skills, especially the enabling skills discussed in the fourth report.

For the pattern of education/training advocated in these reports to become manifest in practice, radical changes were required in further education and in schools; the nature of those changes is discussed in the latter two reports. In this discussion some important ideas, still latent in the 1970s though more widely acknowledged today, arise almost spontaneously. These include the need to emphasise the process rather than the product and to look to the 'learnt curriculum' (i.e. the totality of what the learner takes away) rather than the 'taught curriculum', (i.e. what has been prescribed before the learning process begins and which usually ignores the ambiance in which learning takes place) and the experience the learner brings to the task and the experience of learning itself.

The final report places this discussion in the context of the schools' actual, rather than its declared, functions and organisation and considers how these may militate against the fulfilment of learners' aims.

In a section that comes close to a realisation of what has come to be known as 'Education for Capability', a curricular pattern in two parts is proposed. It matches the more traditional forms of learning in the classroom with experiential learning, practical and creative activity, individual and group work. Central to all this is a recognition of the importance of the experience of work — not just in the form of career 'sampling' nor in the old limited vocationalist pattern — but as a meaningful educational experience to be explored with one's peers and one's tutors.

Read in the context of these assumptions and perceptions these reports may be recognised not merely as documents of historic interest which made a contribution to an important debate in the past, but as seed beds of ideas from which healthy growths may still be successfully transplanted.

REFERENCE

Further Education Unit (1983) **Transition and Access: A review of low level FE courses in ILEA.** FEU

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FIRST REPORT OF THE STUDY GROUP ON 'THE EDUCATION/TRAINING OF 16-18 YEAR OLDS'

(April 1975)

INTRODUCTION

As a result of the Rubber and Plastics Processing Industry Training Board's concern with the limited recruitment of young people to the rubber and plastics industry and their lack of subsequent training, a Study Group was set up to make recommendations on action that the Board might take to improve the situation. The composition of the Study Group was designed to enable a comprehensive discussion of the problems. It was intended to include all those elements which might be expected to have views on the education and training of this sector of the population.

It soon emerged that the Board's concern regarding young people in its industry is part of a national problem and can be dealt with only within the framework of national solutions. The Study Group therefore sees its primary task as contributing to the general discussion aimed at finding such solutions. It will also be interested in providing more specific recommendations to meet the needs of the rubber and plastics industry.

A second conclusion quickly arose from early discussion of its remit: the major problems of the 16-18 year olds relate to that section of the group who leave school without any, or with minimal academic attainment, with no career ambitions and who take up unskilled work and who generally find no commitment to any job in which they find themselves. In this sense the group, which constitutes almost half the relevant population, can be clearly demarcated from youngsters of this age taking apprenticeships or becoming technician or craft trainees.

At its first meeting the Study Group set up three working parties from among its members, and they considered the form, content and possible funding systems as well as a national setting within which the development of these youngsters could take place. This work is still continuing, but it is considered that ideas providing a framework have emerged and gelled sufficiently to warrant the submission of a first report.

This report (a) outlines basic rationale for the education and training of this sector of the population

(b) deals with the unitary nature of the learning experience which the young man or woman undergoes on joining the world of work

(c) makes suggestions on the content and form of the education and training

(d) makes a proposal for immediate and practical implementation of initiatory steps.

The concepts outlined in this document clearly take us beyond general current practice in the training of unskilled young people in manufacturing and service industries. Such training is normally concerned with the job in hand, whereas the objectives set out by the Study Group as more appropriate, while including training for the immediate task, extend from this to a better understanding of the world of work and to even wider experiences.

This raises the question of the degree of employer financial responsibility for such a broad concept of the education/training of young entrants to his employ. It would seem unreasonable to attribute the whole cost to him. The Study Group has given some thought to this matter. At this stage, however, it would limit itself to the opinion that the beneficiaries, i.e. the community, the industry and the individual employers, ought each to contribute to the cost, through the educational system, the industrial training system and directly from the employer.

TRANSITION FROM SCHOOL TO WORK

The transition from school to work is a sharp discontinuity for a majority of adolescents. In the nature of things there must be a dramatic change at this moment in the life of a youngster, but transition is a process which spans a period, part of which occurs at school and part at work. Thus, although this report addresses itself to the situation encountered on starting work, the Group recognises that school makes a decisive contribution, positively or otherwise, in the earlier phase of the transition. The Group does not feel competent to examine, much less to contribute to the debate on curriculum development but it does feel that the general principles outlined here have some relevance to that discussion.

Though formal education seems to have come to an end on leaving school at 16, the young person experiences the need for a great deal of new learning. Unexpected adjustments, ill prepared for, have to take place. The familiar values of school must be exchanged for those of the productive enterprise while at the same time the process of self-identification and realisation continues to completion. All this learning will occur whether or not there is any external intervention; it will take place intuitively and haphazardly unless the young person's experience is deliberately structured to help him to learn. The possible structuring of that experience in such a way as to bring benefit to the individual as well as to the wider society of which he is a member lies at the heart of the long-standing demand for some form of continued education for all young people after leaving school.

The basic issue can be stated succinctly. When a young person leaves school and starts work two dramatic and fundamental developments coincide, the one environmental and the other internal. If they match each other then the transition can be made with relative facility, if they do not then the results can be costly both for society and the individual.

So far as the environmental change is concerned some of its major characteristics are as follows. The world of school is person-centred in the sense that it is explicitly orientated to the welfare and development of the children it contains. As an organisation it has in part 'looked after' them since the previous major transition when they left the full-time care of their parents and went to school for the first time. To a greater or lesser extent the school recognises that it is a transitional community with an explicit task of preparing its children for the world they will have to live in when they leave it. The fact that most of the adults in charge have never themselves fully left the world of the school is a complicating factor of considerable significance. The school is concerned primarily with custodial care, with giving instruction and, in a more vaguely defined way, with facilitating growth. By contrast the world of work is concerned primarily with the production of goods and services and allocates tasks to its members accordingly in return for pay. The transition from the one world to the other usually occurs abruptly at an identifiable moment in time when the child changes role from full-time educational dependant to employee.

By contrast the internal change takes some years to accomplish and involves the so-called adolescent crisis. During the course of this, childhood is progressively relinquished and adult status gradually achieved. Biologically the process can be clearly defined in terms of the capacity for reproduction. Psychologically the change is less clear and takes longer. It involves the acquisition, often through trial and error, of a satisfactory adult identity. Important aspects of this are the choice of occupation and the choice of partner. The loss of childhood has to be mourned and the new identity tested and, eventually, trusted. Relatively few adults make this change absolutely and completely.

The academically able child can, however, 'buy time' for the development and by continuing in full-time education gain at least a relatively constant environmental container in which to grow. The less academic 16 year old school-leaver has to negotiate both changes simultaneously.

What all children need at this time is some constancy of adult support and understanding, especially so far as their emotional development is concerned. Since the changes involved in acquiring an adult identity are so far-reaching, activities such as 'training' acquire at this time an emotional charge absent from earlier or later periods of life. Similarly, choice of occupation involves much more than rational decisions based on information about such things as pay, conditions of work and prospects. Thus, both career guidance and training need to be based not simply on the cognitive acquisition of knowledge or skill, but on a sensitivity to the depression, anxiety and hope which characterise this stage of human development.

So far as the employer is concerned this means that the world of work needs to take on some of the characteristics of the world of school and be geared to adolescent needs. The workplace might develop institutions such as the so-called pastoral care, or tutorial systems in schools in which a known and named teacher takes responsibility for overseeing the development of a specific group of pupils and helping them with their problems, both at school and elsewhere. At work this role of 'primary adult' might be taken by their supervisor or by someone else. Such a person would need to be friendly, supportive, insightful and be the kind of individual who would be sought out for advice by the young person concerned, but who would not simply wait to be approached. They would need to be explicitly identified from the start of the young person's employment and trained in the counselling of adolescents over the whole field of adolescent problems. A regular time would be set aside when each young person could have individual access to their 'workplace tutor' and means developed whereby tutors could also meet with each other, share experiences and improve their own skills.

LEARNING IS A SINGLE PROCESS

In the mind of the individual the absorption of experience, the acquisition of skills and knowledge are all elements of a single integrated process of learning. However, this self-evident truth has long been obscured by a quite artificial division which has been drawn between 'training' and 'education'. 'Education' is seen as having to do with personal development and is only accidentally or remotely associated with ultimate employment. 'Training' is seen as a vocational activity, directly concerned with improving the individual's ability to carry out his job and make an increased contribution to productivity.[1]

A classic formulation of the artificial distinction between education and training was produced some years ago and defined each area as follows:[2]

> Education is for the rounding out of the individual and the good of society; it is general, provides background, increases understanding.
>
> Training is for the good of plant production; it is a way to solve production problems through people, it is specific and helps them acquire a skill through what they have learnt.

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[1] The restriction of the use of the word 'training' by some writers to role learning in which there is only a small cognitive element and much repetitive practice only tends to reinforce the unnatural distinction between education and training.

[2] This was contained in a report presented to the President of the USA towards the end of World War II, on the Training Within Industry Scheme designed to produce large numbers of better trained workers in the shortest possible time at the lowest cost.

The tidiness of this formula still commands respect in many quarters. It reinforces the existing prejudices of both education and industry. While according education its traditional noble and liberal image, it flatters industry on its feet-on-the-ground no-frills attitude. It also creates a simple paradigm for the imputation of cost in those areas of joint activity between education and industry. What is undertaken by a firm — or by a college at the request of a firm — can be said to be for the benefit of production. Therefore it is training. What is done by a college on its own initiative is primarily for the benefit of the individual student. Therefore it is education.

From the standpoint of the providers the division is no doubt clear. From the consumers' point of view the distinction is harder to maintain. Is it very helpful to assert that the acquisition of a given skill is classified as 'training' if carried out at work and as 'education' if learnt on college premises? A role play in supervisory studies, a simulation in management studies, are 'training' or 'education' according to their location. How can such a distinction be seriously defended? Finally, an adult with a poor school record who successfully acquires a limited range of skills from a competent instructor in a firm's training centre will not have been deemed to have undergone an educational experience. Nevertheless he may have enjoyed a developmental experience of much greater personal significance than the 'education' he received from a teacher in school or college who did not connect with his immediate perceived need.

In practice, however much industry wishes to limit its commitment, it is impossible to have training without education of one kind or another. The human personality is not divisible into a portion which is educable and a portion which is trainable, both of which are in some way distinctive. A scheme of training which deliberately sets out to be non-education would be self-defeating and become negative education unless there were some compensating element. In practice many industrial training schemes in which the cognitive element is low, or the learning process has been broken down into a series of easily assimilable steps, may very well, through granting the learner experience of mastery and success, be making an important contribution to his personal education — perhaps in the affective field.

The maintenance of the rigid distinction between education and training is not only meaningless for the young people themselves but, to the extent they perceive that others are attempting to make the distinction, may actually have a retrograde effect on the process of transition. The academically successful boy or girl will tend to have wistful regrets for school and tend to cling to student status, while the less successful, in welcoming the adult status of work, will be encouraged to reject only too readily the new forms of education that could help both him or her and their employers.

For young persons leaving school, which though protective may not have been for them an arena of success, further affective and cognitive development will best be met through success in the learning tasks presented by their new environment. Coping with themselves and their associates, coming to terms with authority, and a growing understanding of the social processes within which their life is ordered, are at least as vital as the acquisition of further factual knowledge or the skills of their trade. It may well be that these skills should be the necessary vehicle for the personal education of young workers, but they will not represent its totality. Young people need not only to experience the transition from child to adult, from school to work; that experience needs to be symbolised as a continuous activity with a sharp juxtaposition of the contrasting elements. They need an opportunity to reflect on what is happening and attempt some evaluation of it. Once the artificial separation of education and training is abolished the essential elements of a curriculum begin to reveal themselves and the way is open to design a scheme of education/training for the fledgling adult.

FORM AND CONTENT OF TRAINING/EDUCATION

General considerations

Acceptance of the unitary nature of learning enables us to conceive of a learning experience in which the topics, locations, modes of learning and people involved will all be determined by their appropriateness and by the contribution which they can make to the youngster's learning and development.

In considering learning programmes two factors are most important. Firstly, the content must be felt by the youngster to be relevant to his needs. It must therefore arise out of the typical experience of young entrants of work and life. Secondly, the approach adopted must enable them to reflect upon and understand their experience. The back-to-school impression of being taught must be avoided and the approach must be flexible. Constituent elements should be put over in ways that vary with the nature of the material, the local circumstances and the appropriate experience and adult participation.

This line of thinking obviously leads away from traditional forms of courses devised by education purveyors; courses designed to encompass those subjects or themes considered necessary or desirable by the 'authorities'. It leads towards the concept of a programme chosen by the student from a wide range of modules. Much work will have to be done by teachers, trainers, industrial supervisors, youth workers, careers officers and others before we can feel confident about the adequacy of the range, nature and quality of these modules, but it may be useful here to illustrate at least part of the scope envisaged.

Some examples of learning programmes

To establish a relevant course content two groups of young people in industry were approached. One group had recently left school, the other had spent some two years in industry. They were asked what they felt the young entrant needed to know about industrial and social life. Based upon their views some suggested course content was drawn up.

(a) Induction

The concept of induction is well understood in industry, but it could well be extended from its present limited application to the immediate job, and possibly departmental or company induction, to the wider discussion of the world of work and, indeed, of the society in which we live. In this approach the supervisor would be a key figure in the life of the new entrant, for he or she might well fulfil the role of the 'primary adult' referred to above. In this event the supervisor must be involved in induction to the greatest possible extent in an informal as well as in a formal way. This broader view of induction leads naturally to the possibilities of a close collaboration between 'trainers' in industry and 'educators'. It would also involve learning from the arrangement of contacts between the new entrant and peers who have more recently undergone this aspect of the transition.

(b) Knowledge of industry

Within the company — The various aspects of industrial life which the trainee needs to understand are focused for him through the concerns and actions of the supervisor and their effect on his daily working life. Taking the supervisor's job as the point of contact, the youngster can be introduced, for example, to matters ranging from human and industrial relations, through product flow and quality problems to factors of cost, safety and manpower utilisation. At the same time he gains an appreciation of the supervisor's job and the considerations which lie behind his actions.

As to method, it is suggested that the emphasis should be on the small informal group, the discussion of real situations and problems, building wherever possible on the experience of the trainee and the use of case studies. These topics should be covered within industry and with maximum use of industrial personnel. Where a number of small firms are involved, co-operative arrangements could be envisaged. If the subject were covered, or partly covered, in college the involvement of people from industry would be most desirable, as would continuing contact of college staff with changes occurring in industrial life.

External to the company — Topics here would concern the way in which industry relates to and is affected by external influences and their pressures. Here again the emphasis would be laid upon the way these factors actually affect the person on the shop floor. For example, a series of questions could be set out exploring the inter-relationship between industry and the bodies interacting with it. The real world and not an ideal world would be dealt with. Current news items would be used to illustrate. Though these topics might best be covered in the neutral situation of a college, the lecturers and discussion leaders would have to be aware of the situation in the local firms concerned.

The world outside work — One facet of learning, beyond the immediate concerns of the enterprise, relates to the processes within the youngster himself. It would be very useful if both in school and at work the opportunity were available for the adolescent to learn more about the processes which are going on within himself. New ways of helping young people to do this need to be explored.

Such aspects of relationships as are already part of the youngster's life call for an opportunity for them to discuss and work through their experience. There are a number of examples in which young people are encouraged to explore the social scene and its problems against this background. Such explorations can take place in a college ambiance or at work or, indeed, away from both. Each location will have its advantages and limitations. What is important, however, is the provision of the opportunity for youngsters to dissect social problems and to recognise their own responsibilities.

The pay packet is the obvious starting point for the discussion of money and financial matters. House purchase and mortgage problems could be approached with the assistance of a local building society manager or estate agent, and by practical projects such as working out actual cases based on properties selected by course members from the advertising columns of the local press. The help of an industrial colleague who has recently purchased a house could be enlisted.

There is perhaps a less obvious significance about the pay packet which might emerge from such discussions. There is no doubt that the advent of the first pay packet often signals a new relationship within the family, which calls for appropriate domestic adjustments. Exploration of this changing situation might help in the self-identification process which forms so important a part of the transition.

Communications and numeracy — These are important candidates for inclusion in the development programme of an individual in this group of young people. Much interesting work is already being done in the search for effective and appropriate methods of learning. On this topic we should like to stress the need for extending this work and giving it much greater importance in our national scheme of educational priorities.

Technology — Relevant technological studies at an appropriate level might also be made available. The comments made in the previous paragraphs would seem to be just as relevant here.

It may be useful to emphasise once again that the preceding section is offered by way of example. It has been drawn up by a group concerned with a particular industry, and necessarily relates to its preoccupations. It is not offered as a model applicable to all youngsters in this 16-18 year age group; nor are the particular forms suggested put forward as models for all situations.

NEXT STEPS

Any serious attempt to make provision for this group of 16-18 year olds will necessarily encounter considerable problems and difficulties. The group represents a very large section of the population posing new pedagogical, administrative and financial problems to all those concerned to provide it with a fruitful and satisfying learning experience. To date we have, as a nation, not addressed ourselves to these problems and therefore much study, research and experimentation are necessary to find appropriate methods, forms and content.

It would be untrue, however, to say that nothing has been done. Some very interesting and dedicated work is currently being carried out in isolated pockets. It needs encouragement. It should be broadcast and discussed by a wider audience. It should be supported and followed through. But there is no mechanism for doing these things. In brief, we require a focus which will act as a co-ordinating and stimulating body. Further, we need a body which will invest, or at least seek to invest, this whole subject with a higher status in the world of learning than it currently enjoys, so that more people and resources will be brought to bear on its development.

The establishment of such a body, a sort of Steering Group consisting of people who understand, are concerned and command respect, is now a vital and urgent requirement. It is difficult to see how progress can be made without some such focus which will not only draw existing work together, but will also stimulate the necessary developments.

It might logically, in due course, lead to a body responsible for overseeing and monitoring schemes, programmes, units or modules for the 16-18 year olds at work, in some ways analogous to the work of the Council for National Academic Awards (CNAA) or the Technician Education Council (TEC) for other groups. But perhaps the analogy should not be drawn too tightly.

The Study Group is continuing its work conscious of the fact that much remains to be done in working out its basic ideas and in following the implications of its proposals. It feels, however, that the ideas outlined in this report provide a rationale for a great deal of fruitful work with the 'other half' of the population; a part of the nation which has so far been neglected. It may also provide a sensible basis for financing a system of education/training which takes place within and outside employment.

COMMENTARY ON SECOND REPORT

Gordon Bell
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(Former Head Teacher, Norton Priory Comprehensive School, Cheshire)

The first report of the Study Group had recognised that the school makes a decisive contribution to the transition from adolescence to work. The Group had confined its recommendations to general principles and had not felt able to be overspecific on matters relating to curriculum development. By 1975, although most local authorities had moved towards a system of comprehensive schooling, the education system was largely self-regulatory with the school curriculum still reflecting the demands of higher education. In spite of developments in the examination system, notably through the Certificate of Secondary Education (CSE), assessment of that curriculum was dominated almost totally by educationalists.

The work of the Study Group, culminating in the publication of their second report in December 1976, coincided almost exactly with the Callaghan Ruskin speech. The Group, gaining confidence from the response to their first report, became much bolder in their assertions about the role of schools in a rapidly changing society. The report not only challenged many of the current practices in schools, but also called upon others in the community, whether they be parents, employers, or students, to have a view about the purposes of schools.

Beginning from the premise that a primary function of schools is to 'prepare young people to make the transition to a full and satisfying life as mature individuals, workers and members of the society of which they are a part', the report asks many questions. Many of these questions have given a focus to discussion and activity over the intervening years; some have still to be answered.

The Group, in seeking to identify those changes which would better prepare young people for the transition from school to work, were critical of the 'insulation and isolation' of the education system which, it is suggested, sees its main function as a screening agency for the outside world. As a result many of the problems are attributed to the subject-centred knowledge-focused examination system, which tests pupils in areas largely irrelevant to their needs in adult and working life.

Proposing a more open system, where a school's activities would be 'validated by the society within which it operates', the Group was not suggesting that schools should have responsibility for specific training of young people, but rather that learning objectives should reflect more realistically their individual, social and work requirements.

Teachers, by allowing those in the community to influence the education process, would be better able to prepare school leavers by developing basic skills of problem solving and decision making, and helping them to understand society, rather than seeing examination success as an end point in itself.

The concern for the less academic school leaver and the recognition that schools focus their systems on the academically successful is evident throughout the report. Some would say that the identified cohort for GCSE has given a re-focus to this bias, with even now no recognised system of assessment available for the non-academic. Many of the recommendations however have coincided with action at national level.

TRAINING INITIATIVES

A desire to see an adequate provision of education/training opportunities has come about first through the Youth Opportunities Programme (YOP) and subsequently the Youth Training Scheme (YTS). Although these programmes may have been instigated as a political response to rising unemployment, their effects have largely been in line with the Group's thinking.

The recommendation that school leavers should be technologically literate is only now, belatedly, being taken up — mainly as a result of the Technical and Vocational Education Initiative (TVEI). To some extent the same can be said of the development of 'pupil profiles'. Recent moves to give 10 per cent of teachers annually some industrial and commercial experience reflects another recommendation made 13 years ago.

The proposal for the development of alternative curricular pathways is reflected in some interesting practice at both school and local authority levels. Many schools and local authorities now recognise the valuable influence which industry and the local community can have on the curriculum. It remains to be seen whether the National Curriculum will offer the flexibility which encourages other pupil-centred curriculum initiatives.

Certainly the report offers fascinating and rewarding reading, my impression on re-reading it was to find it difficult to believe it is now 13 years old, and sad to feel that more of its recommendations were not taken to heart much more quickly.

SCHOOL CURRICULA FOR A CHANGING WORLD

Second Report of the Study Group on the Education/Training
of Young People
(December 1976)

INTRODUCTION

The wide interest aroused by the first report of our Study Group on The Education/Training of 16-18 year olds has encouraged the Rubber and Plastics Processing Group to continue its work and to make yet another contribution to the growing national debate in the form of this second report.

We have not merely been encouraged. We have indeed been emboldened to tread a path which we earlier warily avoided. The first report stressed that adolescence is a bridge of transition with one end based on school and the other on work. It therefore recognised that school makes a decisive contribution to the transition. However, aware as it was of sensitivities, it backed away from possible controversy by saying that 'the Group does not feel competent to examine much less contribute to the debate on curriculum development at school but it does feel that the general principles outlined here have some relevance to that discussion'.

Further reflection, however, persuaded the Group that pointing out the relevance of general principles was not enough. The attitudes manifested by teachers and those developed by pupils and the activities through which they find expression in school are of immense importance to the whole community, and not least to the world at work, as they represent an inevitable stage preliminary to entry to that world. It is therefore not only quite proper but also desirable for interested bodies representative of the world at work, such as Industrial Training Boards, to comment on the strengths and weaknesses of the world at school. Our comments are offered with goodwill and are as well informed as we can make them. We do not expect instant agreement but we trust they will be accepted in the spirit they are made and that in any case they will receive careful consideration. To secure a balanced view our Group, quite deliberately, was not solely representative of industry. It included teachers, youth workers and others from the field of education who co-operated with those more intimately associated with industry to fashion our second report into what we hope is a positive contribution to the debate on schools.

Our offering is in the nature of critique of some of the fundamental assumptions underlying the general attitudes and practices encountered in schools. It may, in consequence, appear to stress negative aspects of school work. We fully recognise the mass of good positive and purposeful activity that goes on daily in our schools and do not wish to detract from it. We believe, however, that it is necessary to challenge some of the implied answers offered by our schools to the question, 'What are the purposes of schools in our society?'.

Our first report indicated that 'when a young person leaves school and starts work two dramatic and fundamental developments coincide, the one environmental and the other internal. If they match each other then the transition can be made with relative facility, if they do not then the results can be costly both for society and the individual.' We conceive one of the primary functions of school as preparing young people to make that transition to a full and satisfying life as mature individuals, workers and members of the society of which they are a part. Society today is failing young people because of the inadequacy of that preparation. Our children should at least be able to expect to obtain from school some sort of kit for their future survival. Some of them, particularly those we typically classify as non-academic, are leaving school defenceless.

As an ITB we are particularly concerned with young people at work and are very conscious of the problems arising from an inadequate preparation at school. This does not mean that we believe that schools should engage in specific job training or encourage unthinking compliance with authority, as the ideas expressed in this paper will show.

We recognise that responsibility for the present state of affairs does not solely lie with schools or teachers, but with society as a whole. Our report is not an attack on teachers, but a call to examine the barriers hedging off the worlds of work and education, and to attempt to dismantle them.

If there is to be adequate provision of education/training opportunities designed to help young people in the changeover from juvenile dependence to adult responsibility, those concerned with this process will first jointly have to define their educational objectives, and then to consider how best to achieve them.

This paper seeks to aid the process of bridge building by identifying significant features in the transition from school to work.

FACTORS SUGGESTING THE NEEDS AND BASIS FOR CHANGE

Critical comment from parents, employers and others interested in education reflects a concern over an apparent lack of preparedness of school-leavers for adult life. The widespread nature of this criticism would suggest that we should define more closely the aims, functions and objectives of 'schooling'. It also suggests we should attempt to identify the harmonies and dissonances sounding between school and work.

The following questions may help this process of identification.

1. What should be the aims, objectives and functions of school?
2. How do the educational processes currently in use in schools relate to the requirements of an adult in society?
3. Is there necessarily a dichotomy between the requirements of work and the educational objectives of school?
4. What kind of knowledge, understanding and competence are needed for life and, in particular, work, and what contribution can schools be expected to make?
5. How might schools so order their work that it meets the pupils' needs both for vocational preparation and their subsequent participation in the life of the community? Would such a reorientation require a release from educational objectives which are dominated by higher educational goals and university requirements and their replacement by educationally sound alternatives?

6 What educational and organisational changes are needed to end the isolation of the world at school from the world at work?

7 What follow-up could be devised to monitor the effect of schooling on its own output — in particular with regard to those who leave school without any qualifications?

8 What other evaluation techniques could be developed which might take into account the nature of adolescence and its special characteristics? In particular, how can the positive features of this difficult period be harnessed for the development of young people?

At a recent DES Conference '16-19: Getting Ready for Work' some broad objectives were suggested for courses preparing pupils for adult life which, having been started in schools, should continue beyond school by means of induction to work programmes. These objectives are paraphrased as follows:

- to develop the basic skills needed in adult life generally and at work in particular;
- to strengthen the foundations of skill and knowledge on which further training and education can be built;
- to increase the young person's understanding of society and how it works;
- to increase the young person's understanding of his/her self and his/her potential.

To these we would add:

- to provide the technological literacy required of citizens of an increasingly technological society;
- to acquire philosophical/cultural views and values and to develop the education of emotional sensitivity and understanding so that the young person may establish better and more fruitful relationships.

OUR VIEW OF THE PRESENT SITUATION

Technological developments continue to cause the requirements of industry to change at an accelerating rate. A corresponding change is manifesting itself in social attitudes, work roles and the life styles and expectations of individuals throughout the Western World. In spite of much time devoted to research and curriculum development it would appear to those outside the schools that these profound changes have made but little impact on what is taught or practised in the schools. Curriculum content and teaching methods have not been sufficiently adjusted to meet the present and future needs of society.

It is not surprising then that criticisms of this education isolation are being forcibly expressed in all the EEC countries and in the USA. Indeed, the responses to the document 'Vocational Preparation for Young People' were remarkably similar to those summarised in a 1976 Report of Vocational Education in California. These made the points that:

1 Too many young persons leaving full-time education are deficient in basic, minimal 'learnt' skills needed for adaptability for today's rapidly changing society.

2 Many school-leavers recognise the lack of relevance between a large element of their school experience and their post-school life and where such relevance does exist it is not made apparent.

INSULATION AND ISOLATION OF THE SCHOOL SYSTEM

The causes underlying the common deficiences in the educational systems would seem to be found in the isolation and insulation of schools from those outside influences which dominate the working world.

Many teachers recognise the lack of effective communication between school and the working world but point out that, 'Society needs to be clear about its educational objectives and to make it possible for schools to achieve them.' At present no clear remit is being given and although some significant examples of successful co-operation between schools and the outside world exist, these are as yet on a very small experimental basis.

Curriculum content and pedagogy in Britain, in contrast to the centralised education systems of Europe, remain theoretically determined by local education authorities and the schools themselves. In practice decisions are made by teachers, head teachers and the advisers or inspectors of local education authorities. Their views in turn are heavily conditioned by the syllabuses of the various examinations boards. In spite of excellent work by the Schools Council in its projects and the activity of CSE boards, no massive change has taken place in the curriculum of schools in response to the changes in the ambient society. Such changes as do occur often receive exceptional attention from the press and are seen out of perspective, although they tend to have only marginal and superficial long-term effects.

We believe that this state arises from confining the discussion of curriculum to too narrow a band of people in our society. Those inside and outside education regard decision making on curriculum content and the implementation of the process as being within the closed circuit of the school system.

If the system operates in a state of almost complete isolation, exists within a closed circuit which often does not recognise its integral relationship with society (except for financial dependence), does not regard itself as accountable for its end-products when they leave the system for the world at work, then it follows that there are inadequate external, social constraints imposed upon that 'inner circuit'. The education service cannot be held entirely to blame for the lack of accountability since this must also be seen as evidence of the failure of the community to exercise its own responsibility.

The school system has become self-validating, self-perpetuating, relying more upon evidence from the past rather than involvement in the present, and it cannot nurture a positive view of the future because it is unaware of the exciting possibilities which exist.

The working group, in considering these fundamentals contrasted this 'closed circuit' phenomenon (shown in **Figure 1**) with an ideal situation as represented in **Figure 2** and which the best post-school training systems try to follow.

In such systems the training of young people for industry aims to provide for working needs and is evaluated according to criteria related to those needs. The outcome of such evaluations modify the future working needs and training objectives and, as a result, the system is dynamic and, it is claimed, recognisably relevant.

Figure 1: **Representation of the present closed self-validating school educational system**

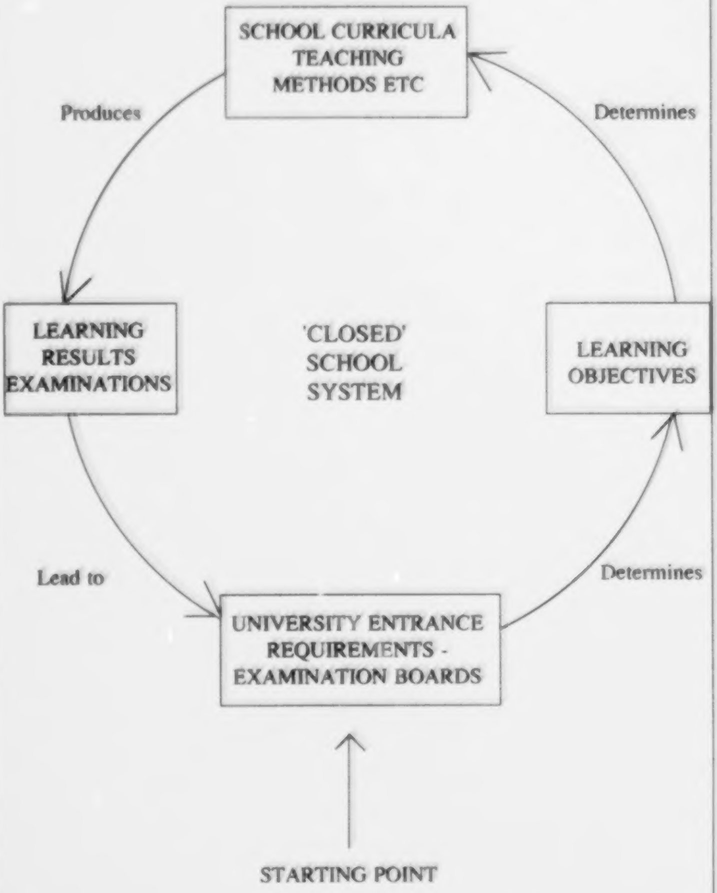
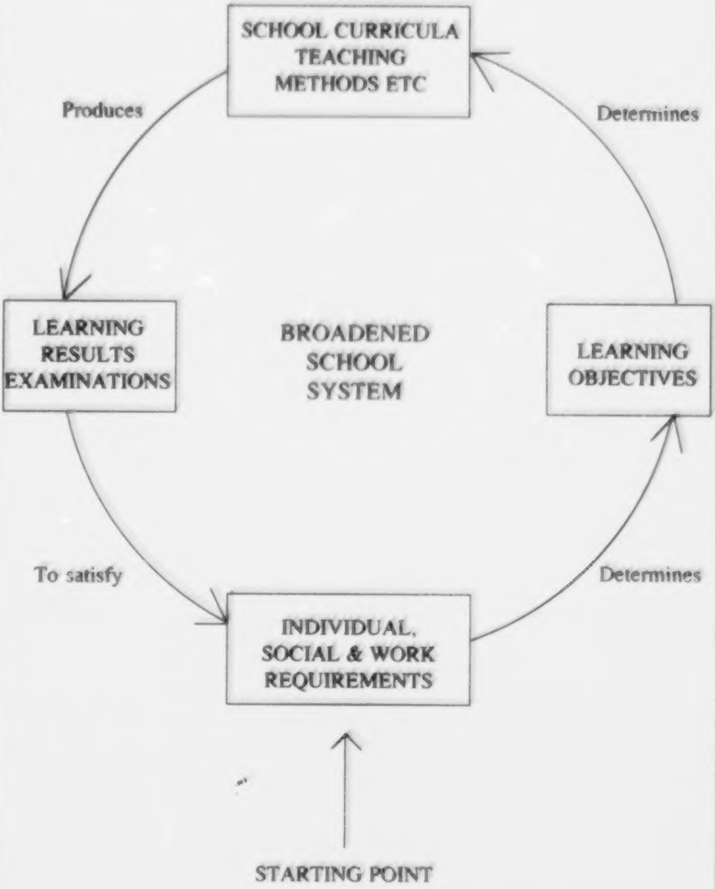

SCHOOL CURRICULA TEACHING METHODS ETC
Produces
Determines
LEARNING RESULTS EXAMINATIONS
'CLOSED' SCHOOL SYSTEM
LEARNING OBJECTIVES
Lead to
Determines
UNIVERSITY ENTRANCE REQUIREMENTS - EXAMINATION BOARDS
STARTING POINT

Figure 2: Representation of school activity validated by the society within which it operates


SCHOOL CURRICULA
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RESULTS
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BROADENED
SCHOOL
SYSTEM
LEARNING
OBJECTIVES
To satisfy
Determines
INDIVIDUAL,
SOCIAL & WORK
REQUIREMENTS
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Schools, in contrast, have difficulty in responding readily to the changing needs of society; are unable and often uninterested in monitoring what happens to the majority of their pupils who have left the system; and consequently the activities of the school are dominated by the needs of a tiny minority who choose or have been chosen to stay within the education system's closed circuit, i.e. those who move into higher education. This is not to deny the dedicated and creative efforts of some teachers and schools to find new ways of meeting the needs of the rest of the school population. But it remains a fact that the school system as a whole is designed and operated in the interests of those intending to continue their studies in academic institutions.

Most schools have little knowledge of their pupils' post-school lives and cannot therefore know how 'fruitful' or otherwise the educational experience has been to their 'product' — apart perhaps from some interest that may be taken in the future progress of the academically successful.

These limitations, imposed on schools by having to determine their own educational objectives and evaluate them without reference to the world into which school-leavers pass, bear particularly adversely upon those pupils described as 'low achievers'. Their external examination performances are 'poor' and there is no other recognisable criterion against which they can estimate their own 'self-worth'. This is an important factor leading to 'drop out' from that circuit into an adult world where the learning results of the educational processes are evaluated against needs not recognised by schools.

EVALUATION — ROLE AND FUNCTION OF EXAMINATION

The Study Group are convinced that sufficient, reliable evidence exists to confirm that despite the added years of schooling, increasing dissatisfaction with the results is being expressed not only by school-leavers themselves but by many concerned with post-school development. Even those pupils who have been academically 'successful' are frequently found to be ill-prepared for adult responsibility because, by following an intensive academic course, they are excluded from taking part in activities related to personal development, e.g. pressures of homework may prevent attendance at youth clubs or participation in work experience schemes. The upward trend in achieving academic awards does not necessarily ensure an improvement in preparation for adult life or in problem-solving ability.

Before accepting examination success as the ultimate criterion by which pupils should be judged, examinations themselves, their role and function and the content of their syllabuses, should be systematically reviewed. Particular attention should be given to discovering what significant and positive contribution existing and newly established examinations make to adult growth and understanding and what changes might be necessary to improve that contribution. We recognise that changes, such as CSE Mode III, represent promising departures from traditional examination procedures in that they permit examination through course work, group projects, etc. Nevertheless, for most secondary pupils, whether academic or relatively non-academic, the school examination is the single main event that stands at the boundary between the world at school and the world at work. Examinations serve as an important evaluative criterion by which the school, the pupil, parents, employers and society judge the extent to which the schooling is a success.

A number of ex-pupils have expressed the view that: 'Before the final examinations pupils and teachers could think of nothing else and after that it was too late — pupils had finished with school and their teachers were now busy with other activities.' These ex-pupils implied that the schools' criteria for assessing pupils were confined to performance levels in examinations which demanded fact collecting and memorisation but excluded the development of genuine decision making, differentiating and problem-solving skills.

They experienced school as emphasising the need always to compete against rather than co-operate with others, whereas in the 'work' situation co-operation is essential. For many of those who were poor exam performers, schooling had not only failed to develop self-confidence and positive self esteem, but had rejected them as 'failures' in every respect.

Such views can also be found in the Schools Council Working Paper Enquiry No. 1 (1968) and the Newsom Report, 'Half our Future' (1963) and still seem to be valid. The trend since then has been to re-emphasise the importance of examinations by steadily increasing the numbers taking these without questioning the value or otherwise of such a policy. Nevertheless, there is a growing volume of evidence from responsible educationists which suggests that:

1 The pressures and constraints of present examinations upon the school curriculum give a distorted emphasis by attaching too great an importance to examination performance relative to the total educational processes of the schools.

2 Examinations taken in school tend to perpetuate the compartmentalisation and ossification of knowledge into discrete subjects unrelated to current issues and unable to respond to change. They are designed exclusively to meet the goals of higher education and in many cases the subject becomes self-justifying and is a self-perpetuating objective, i.e. education for education's sake. The nature and content of further education courses and resulting qualifications such as ONC and HNC and City and Guilds examinations are ignored. Indeed, teachers seem generally unaware of these and it is left to careers officers to give pupils any information about further education qualifications. Schools invariably direct their 'brightest' pupils to the higher education sector regardless of the best interest of the pupils. Further education is forced to accept higher education criteria adopted by the schools, as there is at present no alternative.

3 The public examination system is too narrowly based. It is almost exclusively concerned with academic subjects and so does not serve young people of a wider range of abilities. Despite the pioneering activities of some bodies, examinations remain very limited in form. This often acts as a hindrance to many kinds of valuable learning.

4 Employers frequently rely on performance in public examinations as a sole means of selection for employment, although the examination requirements may be wholly inappropriate both for the needs of the candidate and for the job to be performed.

Employers are often unaware of the syllabus, content and character of the examinations they are requiring or sometimes rejecting, e.g. CSE Mode III. Employers may, however, simply be using the teacher-selected criteria which they hope will indicate good worker potential or ensuring that these academic requirements are met because appropriate further education courses demand them.

Some teachers suggest that if employers were to refine their own interviewing and selection techniques schools would be encouraged to explore new forms of externally validated school leaving certificates. Employers might, in turn, come to recognise and value new courses which endeavoured to develop personal qualities, communication skills and social understanding. The necessary conditions to permit such a state of affairs would be:

- close contact between a school and the firms into which its pupils largely go into employment;
- a much clearer and more precise statement of curricular aims and objectives (not necessarily entirely in behavioural terms);
- clearer models of evaluating the attainment of those aims and objectives acceptable to both school and employers;
- possibly, the development of pupils' profiles to replace traditional reports and statements of examination failures and success.

ALTERNATIVE CURRICULAR PATHWAYS

The Study Group believes that, within the schools, alternative curricular pathways should be developed whose goals are located outside the educational system itself. Courses should be developed for pupils who would be pursuing parallel but alternative curricular pathways designed to promote academic and social development but having different goals from those pre-determined by higher educational requirements. These courses should look towards adult life, preparing pupils for growth towards autonomy in their life at work, at leisure and in society.

Given the esteem within society for the existing examinations system, it will be essential that the new curricula do not exclude pupils from gaining existing qualifications. They should, however, assist in the development of new patterns of examinations which would arise from the greater integration of subjects and coherence of course structure which we envisage. The curricula should also take into account the identified vocational goals and life styles which enable young people to relate their learning at school to their future lives in the adult world. These curricula would form essential foundations not only for employment and further education and training, but also for personal and social development.

In order to achieve objectives of the type set out earlier, it will be essential to bring the school much closer to the community — as an integral part of the curriculum would be planned experiential learning and exploration of activities outside the school itself. For example, such activities as link courses, work experience, youth and community service, could provide both school and students with a guided contact with the outside world.

In addition, personnel from industry, commerce, community and social and careers services could be invited to contribute to the pupils' and teachers' understanding of the requirements and opportunities of adult life. Such adults could help pupils and teachers to appreciate the relevance and application of knowledge and skills taught in schools. An awareness of industry and technology could be fostered through a study of a particular industry and the occupation and life styles of those engaged in it. Wherever possible, parents, friends and ex-pupils should be involved in talks or discussions about people at work. We are aware that some schools have tried to enlist the co-operation of local industry in such activities — sometimes with a positive response from industry and sometimes with less success. The implementation of this sort of curriculum presupposes the active participation of industry and a two-way exchange with initiatives being taken by both sides.

Possible models for programmes of this kind might be found in the City and Guilds Foundation Course which can involve the co-operation of teachers in schools, FE, industrial training boards and employers, and in those experimental forms of link course that contain elements of work experience or work simulation in an FE college.

Many schools and staff have considerable expertise and experience of operating courses which call for the kind of liaison suggested, and have used projects such as Trident, Young Enterprise, the Schools Council's Careers Education and Guidance Project, community service, social and personal education programmes. Some of these schemes are incorporated in CSEs but many are not evaluated in any way. Regrettably, there is also little exchange of information between schools involved in such work and such schemes generally involve only those pupils who are regarded as low achievers.

We believe that schools undertaking 'pilot' schemes should be encouraged by the Department of Education and Science, Training Services Agency and the Local Education Authorities, and should be guided by local liaison committees or consortia who would undertake some responsibility for evaluation and monitoring.

Our first report suggested the possibility of a new style of course — a programme tailored to individual requirements, selected by a student from modules offered by a variety of bodies in a variety of modes — some provided by teachers but others by trainers, industrial supervisors, youth workers, careers officers, etc. If such provision were developed, it might be available on both sides of the school-work divide to facilitate the essential continuity.

THE IMPLEMENTATION OF CHANGE

The new curricula envisaged would take into account most aspects of the future needs of pupils and preparation for the world at work and would be fundamental to this. We believe that pupils would gain in their development of self-confidence and increased motivation for learning through recognition of relevance to adult life.

Such curricula necessitate changes in teacher training and particularly in in-service education. If secondary teachers are to prepare their pupils for the world outside school, provision must be made for them to become, and continue to be, fully aware of the changing needs of that world. An influx of teachers with industrial and commercial experience together with new forms of training or retraining, to supplement traditionally trained teachers, might help to achieve this. So long as teachers continue to play a dominant role in the determination of curriculum content in their individual schools, their interpretation of the needs of the pupils and society is of crucial importance. The presence of teachers with a wider experience of the world of work could greatly assist schools to adapt more readily to the external demands placed upon it.

CAREERS EDUCATION

As we see the total school curriculum as an integral part of vocational preparation, we see the setting up of the Careers Service Advisory Council as having far reaching possibilities. While it will be important for the functions of the council to be carefully defined, particularly in its relationship with existing organisations and institutions, we hope that it will recognise its urgent responsibility to encourage the development of new curricula related to vocational preparation as well as career exploration.

Doubtless the council will consider the outcome of the current enquiries being conducted by the EEC Directorate for Vocational Preparation and the existing and proposed schemes in the USA, West Germany, Sweden, USSR, France and Italy and relate these to the situation in this country.

We hope that the Careers Service Advisory Council will encourage LEAs to facilitate pilot curricular development projects assisted by other bodies. The pilot schemes might include courses based:

- entirely in schools;
- partly in schools;
- partly in the community (including technical colleges and industry);
- courses based almost entirely within the local community (including courses within industry).

The Study Group would commend to schools wishing to mount these pilot schemes that they consider the following requirements.

(a) Courses should aim for the inclusion of a period of vocational preparation within the school — e.g. during the last two years of compulsory schooling — but courses should neither be exclusively subject-centred nor work-centred, but integrate various aspects for the totality of personality development.

(b) Courses should include experiential learning and allow pupils to explore and understand the educational process in which they are involved and to participate positively in it.

(c) Courses should recognise the essential educational value of work itself. The pupil's own experience of work, however gained, should be examined, analysed, evaluated and assessed and used as a positive contribution to the learning process.

(d) Schemes should include a wide range of relevant vocational areas so that pupils involved in them can discern reasonable option choices which are locally available.

(e) Pilot schemes should involve **all pupils** (and not just school leavers) in the age-range being taught.

(f) There must be a whole-hearted conviction and acceptance by schools, further education colleges, training boards and employers, of newly devised curricula, and fundamental to their success will be the involvement of these bodies in the development of the curricula and the provision of sufficient appropriate in-service and pre-service courses for teachers.

(g) Pilot schemes should be designed to build upon previous programmes of social education and, at the same time, illustrate those characteristics for preparation for the world of work.

EVALUATION OF ALTERNATIVE CURRICULAR PATHWAYS

If there is to be a reorientation of the schools' curricula to create bridges for transition between school and the post-school world, new methods of evaluating these approaches need to be devised. We would suggest that the following questions might be usefully posed in judging curricula changes.

- Do they lead to a development of self-confidence and a readiness to accept responsibility in various aspects of adult life?

- Do they contribute to the command of the necessary life skills, e.g. literacy and numeracy?

- Will they focus the attention of pupils on areas of study necessary to meet the future manpower needs of the nation?

- Will they facilitate co-operation with others in the achievement of common objectives?

- Will they give young people the tools to face problems and look for the means to solve them?

- Will they help young people to adapt to changing situations, for example at home and at work, and to acquire the necessary self-disciplines?

- Do they provide opportunities for young people to develop their capacities to plan and use time and resources in a fruitful way?

- Do they foster initiative to seek out and secure opportunities?

- Do they provide structured experience in adult situations which are purposefully discussed and explored with adults and peers?

In order to establish valid criteria it would be desirable to set up local groups of teachers, parents, employers, careers officers, trades unionists, training board advisers and others involved in the post-school life of young people. Such groups could discuss the syllabus and teaching programmes and offer appropriate assistance to teachers in implementing these. Alternatively, the governing bodies of schools, if their membership were to contain appropriate representation or if they were assisted by smaller specialist advisory committees such as are often found in FE colleges, might be involved in monitoring the aims and objectives of the new curricula and their degree of achievement.

It would also be useful to conduct properly planned surveys on the response of young people to these programmes and their subsequent activities in post-school life. This would entail co-operation from schools, the careers service, industry, further education and the community and, most important, the young people themselves.

From such surveys reliable research could be conducted on a variety of vital issues such as attitudes of pupils, teachers, parents and employers; school and work organisation methods used and content offered. This evidence could be used as an indicator for areas of change or development not only in school but also in post-school training and education and even in provision of leisure facilities. In this way the results of the education and training process would be fed back into the educational circuit. It would be the responsibility of industry and further education to build on this foundation and to evaluate and monitor the effect of their schemes in terms of vocational and personal development.

CONCLUSIONS

At the root of most of the problems we have identified lies the question, 'What are we trying to achieve with the education process?'. We believe

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that the answering of this question is the responsibility of the whole community — parents, teachers, employers, students, educators.

We are worried about the tendency of schools to operate in isolation from the world into which their 'products' will move and will find work. That characteristic has already contributed to the difficulties encountered by the 'alienated' school-leavers and by society which receives them. We believe that a continuation of present practices will only exacerbate the situation. Much of our preoccupation is therefore concerned with ways of integrating schools with the community within which they operate. As an ITB we are, of course, particularly interested in strengthening the relationship between work and school.

We have tried to focus attention on the weaknesses of the present system and have suggested the principles upon which we believe a modified and improved design should be based. Since the theme of our concern is the better integration of the work of schools and the world around them, we address ourselves not only to educationists and teachers but to all those people and bodies who have an interest in young people. This necessarily includes industry and individual companies within it whose future well-being is jeopardised by a quantitative or qualitative inadequacy of well educated and trained young people. We do not imagine we have all the answers but we think that we are, at least, raising the right questions: questions which have not, so far, received adequate attention!

COMMENTARY ON THIRD REPORT

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The third report set out the framework within which the concepts of alternative curricular pathways, and experiential learning, could be developed. On re-reading the report in 1989 two different reactions occur.

1 Many of the ideas expressed have subsequently emerged to be significant education/training developments on a local, regional or national basis.

2 There is still a lack of a unifying philosophy to the education/training reforms which have taken place, or are planned, for the whole age group.

Section II of the report stresses the essential unity in the age group; its compelling analysis remains valid today. While the two-year Youth Training Scheme, and the 23 per cent reduction in the age group size by 1995, will likely reduce the prominence of the young unemployed as an issue, it will be essential not to neglect the need for diverse curricular pathways, for quality and relevance in learning opportunities.

Section III made a strong plea for coherence in the over-all scheme of provision. Eleven years later the web of provision is still complex, and still lacks the common objectives called for in the report. In full-time education the Technical and Vocational Education Initiative was launched by what is now called the Training Agency as a major intervention to enhance school/college curricula for the 14-18 age group. Since the Initiative is planned to extend until at least 1995 and involve all or most education authorities, it probably represents a major opportunity to embed many of the curricular ideas of the four reports. Its recently re-stated aims are sufficiently akin to the educational philosophy of the reports to be worth setting out in full.

> TVEI aims to ensure that the education of 14-18 year olds provides young people with learning opportunities which will equip them for the demands of working life in a rapidly changing society:
>
> — by making sure the curriculum uses every opportunity to relate education to the world of work, by using concrete/real examples if possible;
>
> — by making sure that young people get the knowledge, competencies and qualifications they need in a highly technological society which is itself part of Europe and the world economy;
>
> — by making sure that young people themselves get direct oppportunities to learn about the nature of the economy and the world of work — through work experience, work shadowing, projects in the community and so on;
>
> — by making sure that young people learn how to be effective people, solve problems, work in teams, be enterprising and creative through the way they are taught;
>
> — by making sure that young people have access to initial guidance and counselling, and then continuing education and training, and opportunities for progression throughout their lives.

From the perspective of the third report it will be important that the TVEI philosophy actively permeates the curricular pathway of school (via GCE A level or equivalent) to higher education, as much as other pathways. There is some evidence that this is not happening. Young learners on this pathway could be missing out on the important aspect of work (experience, shadowing, etc) as a developmental factor in personal growth. Likewise young learners on other pathways out of scope of TVEI may be missing out on other factors in personal growth. This is not an issue of social engineering but one of equitable access to better learning opportunities.

There are encouraging developments for schools and FE from examining/validating bodies with a significant shift, through GCSE, SEB Standard

Grade, BTEC, and especially SCOTVEC's National Certificate from norm-referenced to criterion-referenced assessment. The introduction of the National Curriculum provides a further opportunity for incorporating ideas from the report.

There have been some important improvements in provision of education/training for young people at work, not least through the introduction of the two-year YTS, which has enhanced provision for the unemployed. Changes in the nature of work have seen a reduction in full-time unskilled jobs, although it is still possible for young people to have jobs with minimal education/training in the service sectors. There are some imaginative in-company schemes where, for instance, young apprentices make two-way exchange visits to companies/colleges in a European country, with an in-built residential component.

Yet in spite of these positive steps the need for a coherent scheme still prevails. The varied and flexible provision can still lead to false trails and dead-ends; a national scheme of credit transfer (acceptable to FE colleges, HE institutions, employers) is still out-of-reach. There is still a tendency for knowledge-based qualifications to be more highly regarded than performance-based assessments. Disparity still exists in economic support for different pathways. Attitudes, hierarchy and status mean that parity of esteem of all curricular pathways for 16-18 year olds remains a long way off.

YOUNG PEOPLE'S NEEDS

Section IV of the report makes a very poignant statement on the needs of the young worker. In a sense the analysis can be extended to 'the needs of the young learner' whether learning formally (in work, in school, in college, in a community-led scheme) or learning informally (in or out of work, school, college, community-led scheme). Moreover, some young people still have to cope with moving in and out of work, in and out of unemployment, in and out of formal/informal education. Work opportunities are sometimes part-time and seasonal. The report's comments on the needs of young people from ethnic minorities are still valid today.

This section of the report touches, apologetically, upon the concept of self-respect of a young learner, yet this seems to be a pivotal issue. The report emphasised the centrality of work as a developmental factor in personal growth, especially for neglected and vulnerable members of the age group. This seemed a reasonable position for the report to have taken at the time, given the somewhat unheeded messages for this section of the age group which emanated from the Crowther and Newsom Reports. But how far do young learners on other pathways experience lack of self-respect? How much might a period of work, work experience, work shadowing help raise self-respect of all young learners irrespective of their curricular pathway at the critical time they are moving from childhood to adulthood, and dependency to independency? This could have the effect of shifting the report's concept of young workers and citizens in training (for a section of the age group) to a concept of *young learners and citizens in education/training.*

Section V of the report looks at what a satisfactory scheme of young worker education/training should contain. It goes on to propose a two-year programme not dissimilar from the present two-year YTS, with a residential component incorporated. It also lays much stress upon the process of learning *vis à vis* the content of what was being learnt. Publications such as FEU's **Vocational preparation** (1981), DES/WO **Curriculum 11-16: towards a statement of entitlement: curricula reappraisal in action** (1983), and SED's **16-18s in Scotland: an action plan** (1983) have brought about much change in thinking and practice along the lines the report aspired towards. Perhaps the concept of the 'industrial tutor' has still to flourish fully, but developments in the accreditation of work-based learning may accelerate this, and the model would come into its own if the concept of young learners and citizens in education/training gained ground.

Section VI sets out the changes needed to take forward the report's proposals. It searches for a unifying framework to take forward the unifying philosophy. In the past 11 years many actions have ensued which have been consistent with the philosophy, but the cardinal omission has been not to form the 'unique body to perform a unique task.' The joint contribution of industry and education to the education/training of British young people is paramount to the nation's future well-being. This third report admirably designed a scheme for the future, analysed the change, planned the route and even suggested how to manage the journey. The challenge remains.

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WORK AND LEARNING:

Proposals for a National Scheme for 16-18 year olds at Work

Third Report of the Study Group on the Education/Training of Young People
(December 1978)

FOREWORD

The education/training of 16 year old school-leavers is currently a subject of great national interest. But this concern has become manifest only quite recently. The first report of this Study Group published in April 1975 was in fact addressed to the fairly limited number who recognised the problem with which we were concerned.

Our second report of December 1976 coincided with the Prime Minister's initiation of the so-called Great Debate, the introduction of Unified Vocational Preparation (UVP) and the grim initiation of mass unemployment particularly among young unqualified school leavers, with the consequent Youth Opportunities Programme (YOP). It therefore became part of the intense discussion of the last couple of years.

But what has been notably absent from the debate has been consideration of the translation of the small-scale experimentation, characteristic of UVP and of the very considerable YOP operation, into a scheme of national provision for all 16 year old school-leavers. That is, after all, what the government has said is its objective.

This is the topic with which the Study Group has been grappling in its third remit. It presents difficult problems, arising, for example, from new formulations of educational philosophy, from ambitious objectives regarding the involvement of industry, from a recognition of new attitudes of young people and from considerations of national finance and politics.

However, the thinking of our previous two reports impelled us to follow through. Much more powerfully the inexorable pressures of national and international developments are forcing the question into the forefront of our current educational pre-occupations.

We have, therefore, worked our way through the arguments as we saw them and now present the conclusions of the Study Group. We hope they will assist in the discussion designed to arrive at a national policy for the education/training provision of young people on entry to work.

The response to our previous invitations to comment on our reports was considerable and helped enormously in our subsequent work. I am, therefore, encouraged once again to invite your critical comment on the ideas expressed here.

M. Kaufman (Chairman of the Study Group)

I INTRODUCTION

This is the third report to emanate from the Study Group on the Education and Training of Young People set up by the Rubber and Plastics Processing Industry Training Board in 1974. The central concern of the first report was the transition from school to work. We noted this external change coincided with the internal change involving the ending of childhood and the achievement of adult status, a movement from dependence towards autonomy. We noted that while the academically able could, as it were, 'buy time' by staying on in full-time education, the majority of 16 year olds have to negotiate both changes simultaneously. Thus choice of occupation and training may have a more powerful meaning for young people and work itself may prove to be an important element in a young person's educational development. The division customarily adopted between education and training was shown to be unreal and even harmful.

If our first report considered the industrial end of the transition and industry's responsibility, our second looked at the school end. It examined the insulation and isolation of the school system from those outside influences that dominate the working world. While criticising schools for inadequate preparation for the acceptance of adult responsibility, it warned against domination of the schools' activities by public examinations heavily influenced by higher education.

Paradoxically this domination is reinforced by the reliance of many employers on performance in public examinations as the major means of selection for employment even when the examination requirements may be wholly inappropriate both for the needs of the candidate and for the job to be performed. The report suggested a new approach to the problems of curriculum and evaluation which would involve employers as well as teachers and it outlined the concept of the development of alternative curricular pathways within the schools whose goals are located outside the educational system itself.

Many young people do not respond to formal education and training. The second report argues that experience itself can provide a powerful potential for learning and we develop this concept in the course of this report.

This third report extends the argument to consider the framework within which the ideas elaborated in the first two reports may be realised.

Ultimately that framework must embrace the whole age group including those whose career paths will be through an extended experience of higher education. The first step towards this end would be a plan to cover the education and training of those leaving school at the statutory leaving age or within the following two years; that would apply whether a young person was at work or unemployed.

II THE AGE GROUP

We are accustomed both in the discussion of the problems of young people and the actual provision of their education and training to consider the age group in discrete sections — those at school, those at work, the unemployed, those in further education, those in training and so on. Nevertheless, there is an essential unity in the age group because whatever their immediate physical location or their next destination, they have all embarked on the transition from school to work, from child to adult, described in our first report. The more we look at actual cases of young people, the harder it is to find a real clear-cut division between those who stay in education, whether in school or college, and those who leave to seek work and find it at a given moment, or those who are unemployed. Their precise location — school, work, college, or the ranks of the unemployed — may not be so much due to rational choice or conscious decision but depends upon such chance features as local opportunities in work or college, the effectiveness of information and guidance systems, and the prejudices of teachers, parents, employers and of the young people themselves.

The young unemployed are currently the focus of immediate attention and because the continuance of large numbers of unemployed young persons is widely held to be unacceptable, it is a social and economic phenomenon that rightly excites major concern.

This concern must not, however, divert us from considering the task presented by the age group as a whole for three good reasons. First, the unemployed are only a minority of the age group. And even of those who have left school, the great majority, about 80 per cent, are in work at any one time. Secondly, of those at work only a minority receive any sustained education/training. Thirdly, 'unemployed' and 'employed' young people are not discrete groups; they merge into each other and are often the same people. There is a high mobility between employment and unemployment. For all these reasons, an adequate training/education for unemployed young people will only be achieved with a wider framework. Ultimately that framework must embrace the whole age group, including those whose career paths are through an extended experience of higher education.

The first step towards this end would be a plan to cover the education/training of those leaving school at statutory leaving age or within the following two years which would apply whether a young person was at work or 'unemployed'.

This large number of young people, approximately 300,000, are a highly diverse group with a wide range of different experiences and of varying academic achievements, aspirations and expectations, from urban, rural and suburban backgrounds, all at different points on the transitional road from child to adult. The diversity of experience is likely to lead to diversity in learning styles which should not be allowed to obscure the underlying common needs of all, which for the most part are not being met.

Those who are receiving no regular formal education/training and who may move from one frustrating situation to another, whether employed or unemployed, may be seen as the most unfortunate, but even those at work with some forms of continuing education may be following a number of courses that are largely irrelevant to their own needs or those of their future employment.

The common objectives underlying all education/training of all sectors must include coping with the need to come to terms with a more loosely defined set of moral/social values than those of previous generations, the need to adapt to a constantly changing economic and vocational scene and the growing requirement of participation at work and in the community.

III THE PRESENT POSITION

When we ask how this complex of problems is being met we encounter a lush jungle that presents few highways and a multitude of false trails and dead-ends. While it can be neatly summarised under three broad headings: (a) continued full-time education, (b) provision for those at work, (c) government schemes for unemployed, both the neatness and the implied clarity prove illusory on closer examination.

Full-time education

Continuing full-time education can take place in school (sixth form), in sixth form college, or in further education. Most sixth form and sixth form college courses are academically conceived and orientated towards public examinations. A minority of schools may include work experience or preparation for work elements in their courses, but the academic trend is dominant. Much of the full-time work of further education colleges is very similar though over-all the major provision in FE is of vocational and, to a limited extent, pre-vocational courses. The choice available to young people in both school and college varies widely from place to place, thus greatly affecting the decisions of individuals whether to stay in education or leave and look for work.

Provision for those at work

For those young people who opt for work — or who have virtually no choice — the provision of education/training they will encounter is even more variable and subject to chance. At one end of the spectrum a young person may be fortunate in having the opportunity of a good induction training followed by participation in a well developed scheme of technician or craft training (or their commercial equivalents) associated with block or day release to a further education college. At the other end of the spectrum there are those young people who begin work with the flimsiest of introductions and get no training at all. In between is a wide variety of provision, some of it good, if restricted, much of it inadequate even to achieve the limited objectives it has been set.

This provision includes such minimal training as employers have inevitably to give to make young workers capable of doing their unskilled jobs. In fairness we may add that where such job training is very limited some firms have well developed induction schemes, although these tend to be located in large firms and may be a spin-off of the more elaborate training of skilled workers and office staff.

A number of firms take part in schemes which give young people an opportunity to examine themselves and their attitude to work, to the community and to the future. Such schemes are provided mainly by voluntary bodies, and though there are some examples from within the further education system they vary from the outdoor and challenging activities of Outward Bound, which are used to develop responsible attitudes, through the experiential learning of YMCA courses and the more reflective activities of Lindley Lodge, to the kind of occasional course the YWCA has provided for young women in office and distributive trades. As is so often the case, it is the young person already in a more favoured position in the hierarchy — the apprentice, or young white-collar worker with potential — who is more likely to encounter the possibility of such development, though some firms have, to their credit, as a matter of policy, made such opportunities more widely available. But when all is said, only a small minority of young people taking up unskilled work benefit from any sort of considered and systematic education/training.

Had the so-called 'county college' clauses of the 1944 Education Act been implemented or if the Crowther Committee's recommendations on day release or the Henniker Heaton proposals found a favourable government response, a very much larger section of young people would by now have access to an appropriate extended part-time education. Currently the government's small-scale experimental pilot programme of the Unified Vocational Preparation scheme (UVP), to identify suitable curricula, involving the co-operation of both educational and industrial agencies, has offered some opportunities but the numbers of young people so far involved is very limited.

Provision for unemployed

The substantial increase in the number of young people becoming and remaining unemployed for relatively long periods has produced a major response in the proposals now developing under the title of Youth Opportunity Programmes. These, under the aegis of the MSC, are now replacing the initial limited *ad hoc* response to the unemployment problem.

Need for coherent scheme

A charitable commentator might say this broad description revealed a varied and flexible provision that involved the co-operation of statutory and voluntary agencies and educational and industrial institutions. Such a view would not survive close examination. If we employ the concepts elaborated in our earlier reports and summarised above as criteria, we should very quickly perceive this 'varied and flexible provision' to be characterised by a complete lack of common objectives. In consequence they can lead to a plethora of dead-ends. Nowhere can we distinguish the presence of genuine alternative pathways. Many existing courses and training programmes have no transferability of identified achievement, or of qualification between one firm and another or even within the firm.

Even within education where the provision is of an *ad hoc* kind the qualification useful to get a job is in other respects effectively terminal and may not lead on to further education and training.[1]

In any case the total provision is still restricted to limited numbers of people or limited categories. It is true that the MSC is now developing a set of common principles which underlie the Youth Opportunities Programme but so far no common objectives have been set for the education/training of the whole age group. Moreover, as was made explicit in the second report, there is no continuity between activity at school and the kind of education/ training open to those who are not following the academic pathway.[2]

Where routes rather than culs-de-sac do exist they are ranked in a clear hierarchy of status and this is underscored by the disparity in economic support for different courses. While we have come to consider it quite natural to give a full mandatory grant to a young person with three A levels proceeding to a degree or equivalent course in university or polytechnic, his contemporary needing equal support on a course which may be equally vital to him personally and to the national economy may receive only a discretionary award or nothing at all. Paradoxically, at the moment, a young unemployed person may stand a better chance of receiving additional education and training than his contemporaries in unskilled employment.

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[1] The EITB IP49 raised these issues in a very direct way in their proposal for engineering focused studies from 14-plus. Similarly the City and Guilds Foundation courses and their General Employment Award are other examples of attempts to define appropriate common objectives.

[2] A major difficulty relating to all new schemes like the YOP or indeed the CGLI Foundation Course, where the emphasis is on the development of an individual's potential and the assessment is performance based, is that, whatever the intended outcome, they may not provide for the access to those sectors of education and training that normally insist upon a firm knowledge-based qualification such as GCE O levels or CSEs.

The disparity of financial support for young people of this age group travelling along different routes has been the subject of much public debate. The decision to settle for one YOP grant applicable to its various manifestations has helped to bring some order and rationale onto the scene. However, difficulties remain which can probably be solved only by a radical change in the status of all young people of the 16-18 age group.

Nevertheless, the result of our present lack of common objectives, common framework and co-ordination, results in the depressingly discriminating pattern illustrated in **Figure 3** 'Routes for Career Development'.

IV THE NEEDS OF THE YOUNG WORKER[3]

Figure 3 identifies with striking clarity the most obvious gap in what is available to our young people. The top line vividly reveals the situation that faces many thousands of them, 'no qualification — no provision', leading to the dead-end limitations of unskilled work and the highest liability to the unemployed. It is possible to criticise the inadequacy and ineffectiveness of other sectors of provision — the difficulty to move along some routes (and their premature termination) in contrast to the ease of movement on others. But, for this group of young people without qualification, there is no route at all and little prospect of improvement.

Thus, while we recognise the unity of the age group and the common nature of their needs, we wish to enter upon the exploration of these needs by

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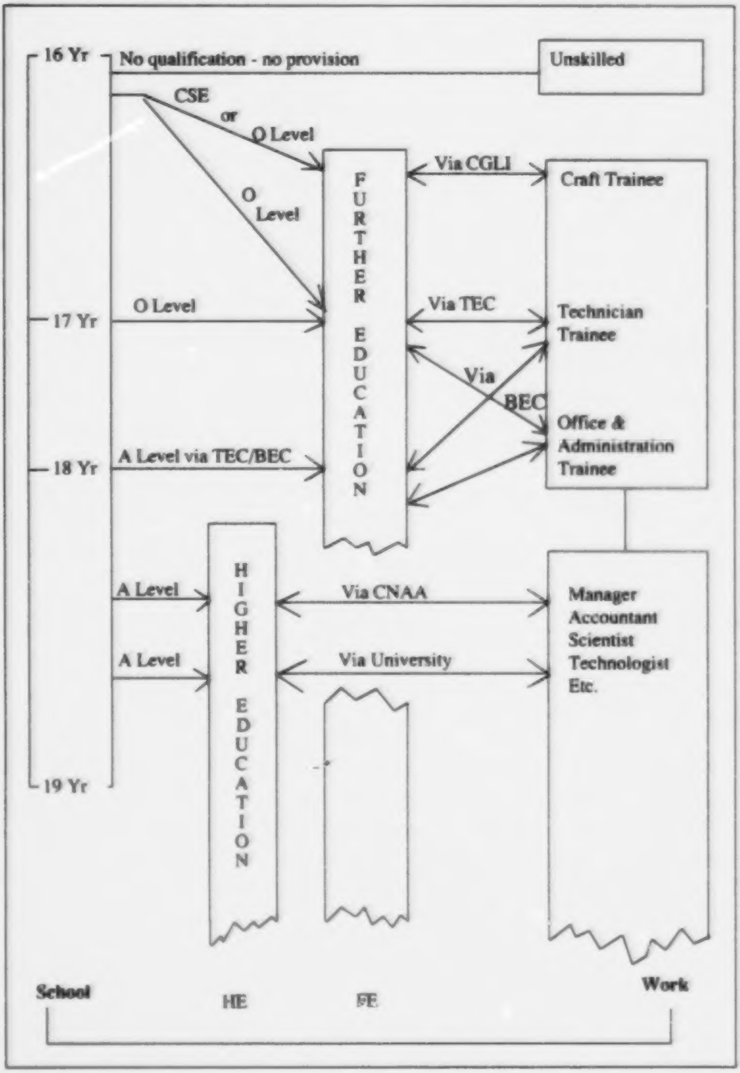
[3] In the Federal Republic of Germany where all young people under 18 not in full time education are required by law to attend further education on one or two days a week the term *Junge Arbeiter* (young worker) is applied to young persons leaving school without qualification, engaged largely on unskilled or semi-skilled work and who do not receive an apprenticeship. In the balance of this report the term 'Young Workers' refers to the corresponding group in Britain, which is proportionately and numerically much larger.

Figure 3: Young People: Routes for Career Development


16 Yr
No qualification - no provision
Unskilled
CSE
or
O Level
O
Level
FURTHER EDUCATION
Via CGLI
Craft Trainee
17 Yr
O Level
Via TEC
Technician
Trainee
Via
BEC
Office &
Administration
Trainee
18 Yr
A Level via TEC/BEC
HIGHER EDUCATION
A Level
Via CNAA
A Level
Via University
Manager
Accountant
Scientist
Technologist
Etc.
19 Yr
School
HE
FE
Work

concentrating on the problem presented by the most neglected and most vulnerable young people within this group.

What now follows is based upon our profound belief that work is an essential element in people's lives, particularly young people, for two main reasons. In the first place, in spite of the advances of technology, the material well-being of this country will continue in the foreseeable future to require a large workforce to produce the goods and services it requires to sustain it, or to buy them from abroad. The nature of many jobs may change radically, some will disappear or be transmuted into new jobs requiring different ranges of skills, but work itself will not disappear. By work in this context we do not refer only to manufacturing industry, important and fundamental to the economy though that is, but to the whole range of occupations contributing to the improvement of the quality of life.

In the second place we believe work is an important developmental factor in personal growth in the establishment of identity and, to use a slightly old-fashioned phrase, self-respect. The nature of the work one does is one of the important defining parameters of each person's life. 'Occupation' is not just a blank to be filled in on a form but a recognition of a significant aspect of one's personality. While true for all young people it is particularly true for young people from ethnic minorities who may find themselves thrust into conformity with their stereotyped images either through a complete lack of work or a restriction to a narrow range of job possibilities.

In recent years, particularly during the period of rapid expansion of educational and social opportunity in the 1960s a sustained attack was made upon the so-called 'Protestant ethic' with a consequential denigration of the meaning of work in the lives of most of us. Without wishing to subscribe to the excesses of a Victorian *laissez-faire* philosophy, or to ignore the unsatisfactory levels of remuneration or conditions of work that exist in some parts of our society, we believe it is important to reaffirm the concept of work as a central feature of most people's lives. Leisure and its use, while increasingly important, is in our view an outcome of work and, while it requires recognition, cannot replace it.

In the past, for most young people the place of work was the focus of their education as adolescents — the skills and the social relationships that would sustain them during their adult lives were acquired at work. Even now those who leave school at 16 and receive no further formal training inevitably continue their education (conceived in this broad fashion) at work — or in unemployment. Many of the lessons learnt will be harsh, negative, alienating. The experience of work acquired in a haphazard fashion, possibly punctuated by periods of unemployment, will be frustrating and sometimes destructive, especially when there has been less than adequate preparation for the experience in the past and there are still only limited possibilities of examining and talking through the experience with a sympathetic adult. Because of its continuing importance both in our society and the lives of individuals, work has the ambivalent quality of providing either a positive or a negative education.[4] It is our contention that this is no longer a matter that can be left to chance. In the interests of the young workers themselves and of society at large, a practical and humane scheme of education which recognises the central nature of work should be made available to all young people not in full-time education.

This leads us to the belief that the education and training of young people who leave school should not be terminated merely because they have completed a period of full-time education within the formal education system. On the contrary, it should be seen as a continuing process with a further phase in which work and the workplace are its main focus. Thus it is logical to regard school-leavers, at work or unemployed, as young workers and citizens in training.

Such a status does not readily conform with that of young employees as currently recognised by employers or by young people themselves.

It would therefore be necessary to recognise a post-school period of two years for those leaving school at 16 to seek work, as one in which young people were in receipt of a national wage, analogous to the payment under the Youth Opportunities Programme.[5] This would remove the legitimate objections of employers to the proposition that they should assume the whole financial burden of continued training and education, while leaving it quite open to them to supplement such a 'wage' as they felt it desirable, or where national agreements make this necessary.

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[4] Work is not unique in providing either a positive or negative education — even formal education and training may sometimes result in negative outcomes while much experience, not designed primarily for learning, can have positive learning consequences.

[5] In the initial stages of the proposed scheme it may be necessary to limit the payment of a youth wage to those not in full-time education although ultimately provision should be made for all members of the age group.

V WHAT SHOULD A SATISFACTORY SCHEME OF YOUNG WORKER EDUCATION/TRAINING CONTAIN?

Since we discussed this issue in the first report we have had the opportunity of implementing some of those recommendations through pilot programmes under the government-sponsored Unified Vocational Preparation scheme. This experience has been a touchstone for the practicality and desirability of such plans on a larger scale, to which we refer later.

If the right to some form of education/training is recognised as both desirable and necessary for all young people in transition from school to adult life, then the shape and content of the scheme must be clearly envisaged and its general form must be applicable in the various situations at work in which 16-18 year olds find themselves.

We recommend a two-year programme designed to give experience of working life, the acquisition of skills, the exercise of adult responsibility in a variety of situations, an extension of horizons for personal, social and working life and the development of a deeper understanding of industry, the community and his/her own individual potential leading to a willingness to make an active contribution to his/her own development in work and in society.

To make this positive transition to adulthood, a young person must change his economic dependence on the family to personal independence and change his relationship with society to which he is now expected to make a valued contribution. The nature of this contribution must be recognisably different from that of a child and mark the beginning of his adult status. It is therefore essential that at the outset he should be work-oriented rather than be based on an educational institution. This work-base may be in any type of company or job or community project whether or not in regular employment, but within that setting there must be progressive developmental training for more than one job and off-the-job sessions in order to relate immediate tasks with wider issues. The programme must be designed to ensure a balance between industry related knowledge and the development of personal interests — it must not be seen by the young people as being 'all about rubber and nothing about me'.[6] Neither must it fall into the trap of viewing the individual as an island and be narrow and inward looking, ignoring the significance of the external world of work.

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[6] Comment by 17 year old boy on Junior Operators Course 1974.

If he is to feel that he is becoming a member of a caring society then he must be made aware from his personal experience that society — including that part that provides his livelihood — is concerned with his well-being. In this context it is vital that he can identify a 'sympathetic' adult at work who will be concerned with his personal progress. If the right adult is around to help him during his adjustment to work the young person may develop attitudes and skills which he can also use to help others. It would be naive to expect that all experience of work would lead to the conclusion that any or every form of employment is necessarily beneficial. Just as good working conditions act not only in the interests of workers but in the long run of industry itself, so effective schemes of training/education will bring benefits to both employers and workers, as has been shown by the experience with firms in both the public and private sector.

In addition to the work-based elements of the programme we believe there should be opportunities for the development of life and social skills. These must include relevant literacy and numeracy and the ability to cope with and overcome both work and social problems with sensitivity to the needs of others. Life skills must also encompass the ability to use 'leisure' for one's own personal fulfilment, both in the acquisition of new skills and in service to or with others to improve current life-styles.

Part of the programme will inevitably take place at work and part of it outside, possibly in an FE college or with an external tutor in any other appropriate environment. An important facility for the acquisition of social and life skills will be a short residential element built into the programme. Therefore the programme will have three components: learning to work, learning to live as an adult member of the family and community, developing one's understanding of self and others leading to a wider range of activities and interests.

All these strands will be interwoven throughout the programme and the young person will experience an integrated approach to his intellectual, personal and vocational development. The industrial tutor concerned primarily for his life at work will act in close concert with tutors responsible for other aspects of the programme and these tutors can to some extent shape the process to the individual's needs and the situation at work.

In the most general terms then the programme would consist of education/training in companies under the watchful eye of an 'industrial tutor', day or block release from the job (not necessarily 'day release' as currently understood) and a residential element. The programme could begin as soon as possible after leaving school.

We advocate that all young people leaving full-time education at 16 be regarded as citizens in training for the next two years and a variety of programmes made available to them. Just as FE resources would have to be increased, so would additional resources need to be made available to industry to permit employers to offer expanded training facilities. While a large variety of programmes can be conceived which will meet the requirements set out above in the infinite number of situations encountered at work, we believe that the main elements of our programme should be present in all of them.

The content of these schemes will in the main be very different from what has preceded them so far at school. Their character is not in its essence remedial, but an extension of the young person's education. As these programmes become well established we could expect to see changes in school curricula to prepare pupils leaving school to gain the fullest benefit.

We are accustomed to accept this concept of preparation at school for the minority who proceed through sixth form to university. It now needs to be applied to the majority who leave at sixteen and for whom the experience of work will be the great facilitator for further education/training. Their success and still further development will be more readily enhanced the more effective the preparation at school has been for this stage of development.

COULD SUCH A PROGRAMME BE IMPLEMENTED?

If the above ideas were purely hypothetical then it could be argued that they are impractical and idealistic. However, during the last three years evidence of the effectiveness of such programmes has been impressively accumulating through experience of Unified Vocational Preparation schemes and the Youth Opportunities Work Experience Programme.

The UVP schemes were designed to give young people, regardless of their academic record, who entered 'unskilled' work without planned education/training, the chance to take part in the kind of programme described. It also provided the employers who were willing to release their young workers the chance to discuss and formulate the method and content of the in-company elements as well as making a contribution to the wider aspects of the scheme. A very small pilot programme for such schemes has been extended and the results of the first two years of UVP are now being analysed.

So far this Board has been responsible for sponsoring 18 schemes involving 50 companies and 200 young employees in widely different areas.

The essence of these schemes is that they, so far, consist of a year's programme in which the young person receives in-company training for at least two different jobs, off-the-job sessions with a company industrial tutor (a sympathetic approachable adult identified by the company for the purpose) and an out-of-company external component for appropriate topics included in life and social skills (35 days) taken by tutors in an FE college or elsewhere, and a five-day residential period.

Each of our schemes has been tailored by a Steering Committee comprising representatives of the employer, MSC, DES, trade union, together with college or external tutor and usually with representatives of the LEA and careers service. They have been approved by the MSC and DES. The schemes assume a variety of forms. Some involve day release to a college or other centre. Some require block release in various ways. All have a residential component. The in-company programme reflects the activity, organisation and ethos of the firm.

While it is not possible to give details of the content and methods of these courses here, it is important to identify the common factors in their operation and effect.

First, it has been the intention to assist young people in the transition from school to work. They have been given some work skills so that they know they can make a valued contribution at work. Through their industrial tutors they have experienced an interest in their own development and progress at work, and through their external tutors they have been further encouraged to recognise their own self-worth, to develop essential life skills, gain confidence and use these to meet new challenges. The residential experience has enabled them to cope with and enjoy a new life style for a short time, to see new possibilities for the use of leisure, to co-operate with and value the help of others and to find unsuspected potential in new activities. In our schemes we have endeavoured to ensure that the whole approach to education/training is quite different from the knowledge-based 'fact' recording, 'do-as-you-are-told' usually found in schools; rather the young person has been treated and regarded as an adult and consulted about the programme.

Young people on the same course have ranged from those who can scarcely read to those with several O levels but all of them strongly believe they have benefited from the courses. They speak of their own increased ability to communicate ideas, try new things, understand others' points of view and make better relationships. Several comment on the fact that the company has taken the trouble to 'explain things to them' and 'give them the chance to know more about life at work and outside it'. The residential period is seen as being particularly significant as evidence of the firm 'caring about you and giving you a chance'. Because this is such an important element we believe that it should not be optional either on the employer's part or on the part of the students or of the college. Commitment to the programme as a whole should be made at the outset. The employers who have generously supported the schemes by devising in-company programmes and releasing their young people have found it to be worthwhile for the following reasons.

1. They have seen more rapid development of mature responsible attitudes in the young people.
2. They find the young people more co-operative and communicative.
3. They have found leadership potential that would not have emerged otherwise.
4. They have found greater and more intelligent interest in work during the course and after it.
5. They see that such a course can help to develop a stable and responsible workforce.
6. They see the opportunity of getting appropriate help from external sources for the development of young staff.
7. Some see this as a foundation on which to build further training and all see it as creating a more participative workforce.

In considering the effects and effectiveness of the programmes, we have found that the young people completing a year's programme are more likely to stay with the company. Of some 150 of our UVP trainees, none of those completing the schemes have left the companies although two were dismissed as unsatisfactory. The possibility of improved job stability appears to be confirmed by the experience of the Distributive Industry Training Board which has also pioneered work on UVP schemes and by the evidence from earlier schemes.

Nearly all companies participating in schemes have expressed a desire to continue with them and earlier participants have actually done so for two or even three successive years with new generations of entrants. Some see this as the beginning of an on-going provision for all young people in their company. Some even see it as a stepping stone to a further year of training. Such employers have become staunch supporters of UVP schemes and have undertaken to persuade others of their value. Most employers too are now more appreciative of the value of in-company training and are enriching and extending this element of their programme.

Where FE colleges have been involved and interested there has generally been a feeling of excitement mixed with apprehension at the challenge of meeting the needs of this neglected group of young people. The tutors look for help in their teaching technique and materials to the ITBs and to others experienced in activity-based learning. Some FE tutors are already advocating that 'Life and Social Skills' should be part of all courses for young people entering work. These tutors also find a new relevance to courses for other students arising from their closer liaison with industry and the concept of a young person as a worker rather than as a student.

Our experience confirms that many young people have greater potential in work and social life than was envisaged in school and gives reason to believe that national provision along these lines would reveal new reserves of talent. The key to the release of such potential would seem to be in the adoption of practical teaching approaches derived from the actual experience of work and in the learning of essential skills and the acquisition of the techniques of problem solving. The initial setting must be concrete, specific and recognisable to the young person but the young person must move from that initial situation to the acquisition of more general skills of a wider implication. All this suggests that the mode of learning is as important as the content. Thus the tutor becomes the agency through which what is learnt from a limited experience is transmuted into the knowledge and skills with a much wider relevance.[7]

One disappointing feature of the UVP schemes is the relatively small number of young people taking part in them. In some cases the members on the advisory committee exceeds the number of young participants. This fact does not detract either from the benefit derived by the young workers and their employers nor is it an argument against consultation but demonstrates the need to expand the schemes to cover more young people in order to realise the full economic benefit and justify the otherwise cumbersome machinery by giving it a wider range of schemes to supervise.

Unemployed young people

Although UVP was conceived for employed young people the concept basic to this report is equally valid for young people not in permanent employment, provided they are able to be 'work-based' through a work experience scheme of some sort. The company providing the experience, while not being responsible for the wages of these young people, should release them for the education/training programme alongside employed young people.

Role of ITBs

In programmes for the development of young people, whether in jobs or not, a logical approach would be to extend the role of the ITBs and give them responsibility for developing programmes of education/training for young people in their industries, including those on structured work experience. Some ITBs are already undertaking this. Thus the beginning of their working life would come within the remit of an appropriate experienced body, since an ITB is an organisation experienced in collaborating with FE and other agencies and knowledgeable about the manpower requirements of its own industry.

A young person leaving school could seek placement in an industry and have within it a variety of planned work experience with appropriate education.

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[7] The new role for tutors has important implications for their training in both FE and industry.

Towards a national provison

Is it possible to scale-up the present pilot programmes for young people to a universal provision for those leaving full-time education? The following questions indicate some of the crucial issues presented by such a proposition.

1. Can sufficient jobs or work experience placements be found?
2. Can enough 'residential' provision be provided?
3. Could the ITBs and the FE colleges and other agencies cope with the task?
4. Can industry be persuaded to play its vital part in such a national scheme?
5. Would the young people themselves wish to participate in such a scheme?

In our opinion we have only just begun to discover what resources, facilities and opportunities already exist which can be tapped to make such a provision feasible. This subject is discussed in the following section.

VI IMPLICATIONS OF THIS PROPOSAL — WHAT CHANGES ARE NEEDED?

The answer to all the questions at the end of the last section is YES — only, that is, if the providing agencies make a radical change in their attitudes and co-operate within an over-arching framework that allows each to make its best and fullest contribution. Experience in the United States suggests that programmes of vocational preparation that are entirely school (college) based, without industrial co-operation, are not only inadequate but fail to hold the young people, or raise false expectations in them.

What the implementation of the programme set out in the preceding sections envisages is a form of education/training that goes beyond the existing boundaries of the formal education system. It would require the co-operation of formal with informal agencies, of educational institutions with industrial institutions. The full development of the programme cannot be contained within any one of the existing providing agencies. For the reasons already set out the in-company element is an essential educational component of a programme of this kind — not an accidental element. Nor is it included as a matter of convenience simply because most young people will have been placed in jobs or found work. If that work is to make a meaningful contribution to their full education, an element of in-company 'training' and some evaluation of the experience which the young people are undergoing in their jobs is essential.

We are proposing a novel system which depends upon contributions from very different kinds of organisations working in co-operation. Such a system cannot be serviced in the ways in which its component parts have been traditionally serviced. It calls for a new system, both of over-all administration and of funding, to ensure that all the component elements play their full part and fit together in the new style curriculum. It must ensure that the funds made available centrally for this area of work are not deflected into other areas which are already receiving support.

All other sectors of education are — each in its own way — regulated, monitored and provided for. Unlike some centralised education systems abroad, where central government oversight of all education follows much the same pattern — even extending to the oversight of industrial training — in Britain each level and sector of education has its own distinct form not only of provision but also of control and monitoring. In the post-school sector, for example in higher education, universities control their own curricula and examinations and are funded through the University Grants Committee, while polytechnics and other higher education institutions have the Council for National Academic Awards and local education authority funding. Lower level courses are monitored by, among others, the Technician Education Council, Business Education Council and City and Guilds of London Institute, they are funded through the local education authorities.

None of these traditional models is suitable for the area of young worker education. None is adequate for establishing the objectives of such a scheme, nor are the methods deployed appropriate for either monitoring progress or funding. All the other systems depend more or less upon a quality control by formal examination.[8] For the reasons spelt out in our previous reports such control is quite unsuitable for the young people who would be drawn into these programmes because the monitoring bodies are primarily concerned with examination results. Nevertheless, systems of monitoring performance and of evaluating the success of both individuals and the scheme are essential. Again the participation of such presently isolated contributions as further education colleges, industrial training centres and individual firms, voluntary organisations and the youth service, possibly even adult and community education, calls for some quite novel form of regulation.

We must recognise that young worker education is a sadly neglected area and cannot be left to those existing agencies where, because of their current important commitments, it will inevitably fall to the bottom of their list of priorities — a position that will be reflected in the accommodation offered, materials and equipment earmarked, quality of staff allocated and sense of commitment generated. A new examining body clearly would be too limited.

As we have argued above, the educational needs of this group of young people call upon, to an unprecedented extent, a joint contribution of industry and education. It is therefore manifestly inequitable that industry should shoulder the full cost and total responsibility. New forms of oversight and funding are required. There is a need for a unique body to perform a unique task.

VII THE FORM OF ADMINISTRATION

The logical development of the arguments raised in the earlier sections of this report — the unity of the whole age group, the need to develop genuine alternative routes out of school into adult life, the importance of work as an educational element and the final plea for special consideration for the education/training of the young worker — would be the establishment of a Ministry of Education and Training. All education and training would then have its appropriate niche. Voices on both sides of industry and from within both major political parties have already called for such a ministry. Attractive though this proposal may sound, the urgency of the problem is such that we cannot wait upon its realisation which could only be in the longer term.

8 While moving towards what is needed through their Foundation courses and General Employment Award even the CGLI cannot completely fulfil the total role of a developmental monitoring and funding agency. Similarly other agencies such as the Further Education Curriculum Review and Development Unit are too limited in their present remit, powers and compositions to undertake all the functions envisaged above.

What is immediately required is a supervisory body reporting to central government through both the Minister for Employment and the Minister of Education. All the models quoted in the previous section are basically inadequate, not only because they do not bridge the education/industry gap but because curriculum development and the funding of institutions have traditionally been largely divorced. This was recently illustrated when the new curriculum developments inaugurated by TEC and BEC ran into difficulties because LEAs were unable to respond with sufficient speed with increased resources.

A totally new scheme whose curricula must, for some time to come, be regarded as experimental, catering for those who do not readily see themselves as 'students', will never get off the ground unless curriculum development, counselling and guidance, validation, monitoring of performance and funding are all firmly within the control of a single supervisory body, at least during the inaugural phases which will spread over many years.

Thus, the main function of this body would be the promotion, validation and funding of pilot programmes and then of the other programmes that should in due course follow. If the government were to fix an appointed day at some years distance (but not too distant) — as was done in the case of the raising of the school leaving age to 16 — after which participation in an approved scheme was compulsory for all those not in full-time education, there would be a strong incentive for pilot schemes to get rapidly under way. Because some people within the 16-18 group tend to stay in school or FE to 'buy time', without any clear vocational or educational purpose, the supervisory body should also review what is currently provided for the education and training of this age group. If necessary, it should formulate alternatives which it would be prepared to monitor, validate and — at least in part — fund. An essential element in all such school/college-based courses to qualify for funding would be an industrial component of the kind discussed above.

The supervising agency would thus be concerned with the development of more relevant — but not less rigorous — forms of evaluation both of courses and individual performance, in the manner suggested in our first and second reports.

Though the underlying pattern might be common, the infinite range of modes of operation of the variety of companies — large and small —

engaged in production and services cannot be satisfied by a single pattern. Provision must take this variety into account. Herein lies one of the major differences between purely 'educational' provision and that for education/training of young people at work. The supervising body would have a major role to play in identifying the essential aspects of successful courses and elements within courses and disseminating information about such experiences in the field. It might also have a responsibility for advice on the selection of tutors and for ensuring their development and training which would be likely to differ substantially from the traditional patterns of teacher training. It would also need to devise policies that would permit young people to transfer from their existing curricular pathway to other pathways at the appropriate time so that every young person finds himself on a route and not in a cul-de-sac. This concern for development will then lead the agency to link the education/training of the young worker with on-going technological development and prevent the fossilation of individual curricula. While the supervisory body must not develop into a new bureaucracy, its composition must be much more broadly based than existing agencies (such as FEU). If firms are to be invited to play a full part in the designing, providing and monitoring of an appropriate system, employers and trade unionists must be equally represented with educationists on the monitoring body. If industry is to accept new roles and responsibilities in such programmes of education/training, its representatives must have an influential voice in the determination of policy and the monitoring of performance.

VIII OUTLINES OF A SCHEME OF NATIONAL PROVISION

We should like to commend for general consideration a national scheme providing for the education/training of 16 year old school-leavers based upon the principles and considerations outlined in this report. The scheme draws its inspiration from the Government Report of 1917[9] which was a precursor of the unfulfilled Fisher Education Act of the following year. It first advanced the concept of young workers and citizens in training. To judge from the lapse of 60 years since its publication, it may have appeared a little before its time but there is no doubt about its current relevance in economic and social terms as well as those of education and training. The main elements of our submission are as follows:

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[9] Final Report of Committee on Juvenile Education after the War. Vol. 1, Col. 1852, 1917, pp.3-5,8,31.

1 All young people leaving school at 16 would be regarded as still within the ambit of education and training until they are 18. Having left school they will pursue their education and training within the ambience of work rather than that of an educational institution.

2 These young people would assume the statutory status of young workers and citizens in training until the end of the calendar year.

3 Legislation will be required to ensure the requisite number of work opportunities and to safeguard the rights of all parties involved, young workers, trades unionists and employers.

4 Young workers would themselves find or be placed in work and receive a 'national wage', similar to the Youth Opportunities grant which could in this case be supplemented by employers if they so wished or where existing agreements require it.[10]

IX SOME IMMEDIATE TASKS

The establishment of the scheme requires certain tasks to be undertaken without delay.

1 The government would very early on have to establish the supervisory body discussed earlier. This would, of its very nature, bring the worlds of industry and education together.

2 Consideration needs to be given to the nature of the legislation necessary to implement the scheme.

3 Support for the scheme would need to be mobilised from all sides of industry — both employers and trades unions would have to work out how best industry and commerce could make their contribution, particularly in relation to in-company training and industrial tutors.

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[10] It is arguable that, logically, when economic conditions permit, the youth wage should be paid to all young people in the age group following any form of education training, including those in full-time education.

A further important task is to ensure that this is equally understood and supported at local as well as at national level. The support of young people and their parents is obviously vital for the success of the scheme.

4 An adequate recruitment and training programme should be established to develop common insights and common understanding among those in industry, education and the youth service who are committed to a full and equal partnership.

5 The training system and in particular the ITBs can not only supply a suitable area within which the essential discussions take place but can also provide an ongoing contribution to the integrated education/training exercise.

6 Not least the education system and FE in particular would have to set about finding ways, organisationally and pedagogically, of serving a sector of the population which it has not hitherto included amongst its prime objectives.

7 The effect of the impact of the schemes on the schools also needs to be examined, so that young people taking up their status as young workers and citizens in training will have had adequate preparation for their new role. In particular, attention must be paid to the curriculum development and the counselling guidance and referral system for these young people.

It is clear that the introduction of a scheme to provide for about a third of the relevant national population for the first time cannot be effected overnight. But if a serious start is to be made, the government must fix an 'appointed day' for its introduction. Only thus can we create a time frame within which the necessary steps will be taken to meet the objectives set.

We are aware that our proposals involve big changes in education and industry. Their longer term implications would seem to be of equal magnitude. But we are facing critical times and pressing problems no smaller in size and gravity. We can no longer ignore the needs of a long neglected sector of the community in justice to the individuals concerned or industry, or society generally.

Editor's Note

This report included an appendix which gave a detailed estimation of the *costs of the scheme recommended by the Study Group. It was, of course, based on 1978 figures.*

I have deleted this appendix and the short section headed ***How much will it cost?*** *which preceded it. The last two paragraphs of this section stand alone:*

Much more difficult to quantify are the costs of not carrying out certain measures, but the financial penalties in terms of destructive social behaviour are none the less real even if we cannot accurately measure them.

Thus there is a powerful social implication in this provision quite apart from its educational and developmental purpose. This is clearly a community responsibility and hence that of the tax-payer. But the employers will also be beneficiaries of this scheme. The training of the young people will take place largely through work with its consequent advantages to employers. It would seem equitable therefore to expect an appropriate employer, or industry, contribution towards the over-all cost, whatever 'appropriate' is judged to mean.

COMMENTARY ON FOURTH REPORT

Gordon Bell

The fourth report had two major intentions. It aimed to explore:

(i) the case for a radically revised curriculum, and

(ii) the need for schools to find appropriate ways of implementing it.

The Study Group began its task in 1979, soon after the publication of the government's discussion document **A better start in working life**. Coincidentally, 1979 also saw the beginning of the RSA Education for Capability campaign, and much of the thinking in this report is mirrored in subsequent activities within that campaign.

Previous reports had argued for a modified school curriculum which was not tied to the rigidity of the examinations system. The RPPITB, wishing to explore the validity of its thinking within these reports, had sponsored Unified Vocational Preparation (UVP) schemes, which usually offered a year of post-school development for young workers. The remit for the Study Group was to determine whether schools could lay the foundations for the continued development of young people through the principles of UVP.

The report is divided into two parts. Part I focuses on 'A Proposal for Change', while Part II explores 'The Case for a Revised Curriculum'.

Part I highlights reasons for the Group's dissatisfaction with the education system. Pointing out that schools largely fail in their main stated aim of 'developing to the full the potential of each individual pupil', the report suggests that two superimposed functions of the school largely prohibit this. The failure of schools to define individual learning objectives which match up to their stated aim is exacerbated by the school's role as a screening agency. This forces schools to employ a norm-referenced assessment process of a largely content-focused curriculum which fails to develop the skills and competencies with which a person becomes capable.

Section 4 makes assumptions which demonstrate the discontinuity between curricular objectives which develop the learner and enhance the process of learning, and examination objectives which largely focus on what is taught. This imbalance continues to be present today and it remains to be seen whether the National Curriculum and GSCE can successfully promote the development and assessment of those skills and competencies which will be needed in future employment.

The Study Group's proposal in section 5 suggests that the curriculum should be divided into two interrelated areas. The first would reflect the (still) current subject-centred structure, while a second area, of equal importance, would expand on the traditional structure by offering learning experiences outside the school environment for at least one-fifth of the total time. Although traditional in structure, the first part of the curriculum would identify objectives, strategies and modes of assessment through which the young person would develop adult skills and competencies. The second area, in seeking to reinforce the traditional learning context, would identify alternative experiential modes of learning, including residential experience, which make those experiences relevant to the learner.

CURRENT ACTIVITIES

It is interesting to compare this model with activities within the current TVEI programme. Although many schools have, until now, focused mainly on the requirement to provide work experience for all pupils, increasingly relevant projects requiring an experiential learning approach are being used within the curriculum as teachers gain confidence and extend their relationship with employers from many sectors. The residential experience, usually a successful and rewarding element of TVEI pilot schemes, has not often been sustained within the full extension programme.

The current development of Compacts, which requires a commonly agreed set of objectives and outcomes between a group of schools and employers, is taking this second part of the report's recommendation still further. Indeed the proposal by the Group for a national body to oversee and fund such developments may almost have been written as the remit for the Training Agency.

The level to which the report's recommendations have come to pass is a remarkable reflection on the perceptions of that Group seven years ago. TVEI, YTS, Compacts, Local Employer Networks (LENs), Federation of Education Business Partnerships (FEBP) and the management of local consortia of schools and employers working to common aims within TVEI have given the report a current validity which is hard to ignore.

Perhaps inevitably, activities reflecting other recommendations have moved at a slower pace. The report recommended major changes in assessment at 16+ and 18+. Many would claim that there has been a transformation of the examination system at 16+. Certainly GCSE, although having many critics, has proved to require modes of learning and changes in teaching style not previously a requisite of GCE and that go beyond best CSE practice. It is to be hoped that the National Curriculum, when fully in place, will not inhibit the developments evident in many schools. The Higginson Report (1988), recommending extensive changes to the 16-19 curriculum, although largely rejected by the Secretary of State, surely predicts activity in that area in the not too distant future.

TEACHER TRAINING

Other recommendations about the nature of staff development and initial teacher training have been reflected to some extent in recent legislation. The school-focused in-service days, included as part of the legislation carried through Parliament by the Secretary of State in 1986, still vary widely in quality. The 'one-off' activity, implemented too often simply to satisfy the legislation, is still widely used with little planning or consequent benefit to staff or, more importantly, pupils.

It is perhaps too early to measure any improvement in the quality of initial teacher training, although current initiatives such as EATE (Economic Awareness in Teacher Education) should produce a response similar to that desired by the Study Group.

The Study Group, in supporting their recommendations made in Part I, outline their reasons for a revised curriculum in Part II. Section 7 considers the aims and objectives of a revised curriculum, first by comparing the purposes of education as often identified by the teaching profession, and the more specific vocational requirements reputedly singled out by employers.

Although many teachers would claim that those adult skills and competencies are acquired indirectly through the curriculum process, there is a lack of clarity about their precise nature as they are rarely identified by teacher or employer. This is still true today, even with many of the Compact arrangements where quantifiable objectives such as punctuality and attendance are usually the first to be identified.

The report stresses that without clear learning objectives, skills and competencies cannot be properly developed or assessed. Teachers would certainly accept that there is a wide difference between the taught or intended curriculum and what is learnt by the individual pupil, and much that is learnt may well be incidental to the main purpose. Although many would claim that the influence of TVEI has brought a greater realisation of this differentiation to many teachers, there may be some who fear that the National Curriculum is moving us back towards emphasising the taught curriculum.

Pointing out that subjects are rarely learnt by pupils for their own sakes, the report sets out to define and discuss the nature of competencies and skills. Here there are many parallels with the Education for Capability movement which identified competence, coping skills, creativity and co-operation as four capacities largely under-emphasised in the educational process.

COMPETENCIES V SKILLS

There is a valuable debate about the difference between competency and skills, a differentiation rarely recognised within the processes of teaching even now. The report recognises the differing values of enabling skills, which may underpin the learning objectives of many subjects within the traditional curriculum, and coping skills, which are important elements that make up the competencies called for in adult life.

Again the report predicts future directions by recognising that the acquisition of those skills requires the conscious involvement of the learner. The concept of a negotiated curriculum which requires the teacher to move away from the traditional role of transmitting knowledge is an acknowledged part of the rhetoric today; whether practice matches that rhetoric is

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another matter. Nevertheless, as schools need to demonstrate their commitment to appropriate teaching and learning styles in order to obtain TVEI funding, this practice may become more widespread.

Defining vocational preparation as 'the process by which a young person prepares to take charge of his or her own life', the case is made for two forms of negotiation: the first between schools and outside agencies; the second between the individual youngster and the teacher, or in work — the workplace tutor.

Section 8 of the report argues for the two learning contexts recommended in section 5. Radical structural changes are not envisaged in schools. It is suggested that a considerable contribution towards the development of adult coping skills can be made within a subject-based curriculum if attributes and attitudes are identified within recognised learning objectives. It is suggested that teachers within different subject areas must be willing to co-operate in ensuring that the acquisition of the necessary skills is achieved through the curriculum learning objectives and the teaching styles employed across the whole school.

NEW CONTEXT

The need for a new context is recognised because of the limitations of the single subject structure. If adult coping skills are to be developed, there must be an environment in which those skills can be developed through experience of work. It should be for all pupils and should not be tacked on to other experiences as an after thought. This new context of learning must be adequately resourced and will involve considerable communication with outside agencies. Here the Study Group draws parallels with its own Unified Vocational Preparation scheme.

Summarising its proposals, the Study Group states that a first step would involve teachers and representatives from outside education to agree on a list of identifiable adult attributes, developed as part of the curriculum process, and assessed independently through alternative forms of validation. The Group reaffirms its commitment to the alternative curricular pathways first suggested in the second report.

In the past seven years many activities and initiatives have taken place which mirror the philosophy and the proposals within this report. What is lacking, however, within all of these national and regional initiatives is the coherence of thinking and co-ordination of activity which signals a new direction for education. It is this coherence of thinking which makes this fourth and final report from the RPPITB Study Group even more relevant today.

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THE WAY FORWARD:

A Practical Proposal for Introducing Change in School Curricula

Fourth Report of the Study Group on the Education/Training of Young People
(May 1982)

1 INTRODUCTION

The continuing interest of the Rubber and Plastics Processing Industry Training Board in the education/training of young people has been amply demonstrated by the 100 or so schemes of Unified Vocational Preparation it has mounted. The principles of UVP may not yet be common currency, but UVP schemes do provide an effective bridge for young people making the transition from childhood dependency to adult status and confrontation with the problems and opportunties presented by employment and unemployment. One end of that bridge is grounded in the school and accordingly the Board gave its Study Group the remit 'to consider and report on how schools might best lay the foundations for continued development of young people through the principles of Unified Vocational Preparation in their induction to working and adult life'.

This report has two major intentions. It aims to explore the case for a radically revised curriculum and of the need for schools to find appropriate ways of implementing it. It further puts forward for discussion a proposal for serious change in the education system which would allow the objectives of the revised curriculum to be achieved.

Logic might appear to dictate that the report should express its findings in that sequence. However, the urgency of the situation schools face today, and of the question of their relationship to society at large, requires a more cogent presentation of the action we thought necessary. We have, therefore, set out our proposals in the early part of the report in sections 4 and 5, and reserved the case for curriculum revision that underpins them for sections 7 and 8.

The Group believes, nevertheless, that its observations on curriculum, on objectives, on teaching and learning, on the nature and importance of skills and competencies, and the related question of assessment, could make a significant contribution to the present debate on the performance and purposes of schools in our society.

In regard to the proposal for curriculum change and the manner of its introduction the Group was much influenced by three considerations. The first was the thought that 'we need to start from where the schools are today and not merely look at the situation as we should like it to be.'

The second was 'the approach (to schools) must be persuasive, not mandatory,' while the third was 'education is not merely concerned with understanding but also with translating that understanding into action.'

The Group debated whether to include a discussion of the experience of other countries. It finally decided not to. Not because they do not suffer similar problems; many obviously do. Foreign solutions cannot simply be transplanted into the indigenous situation and culture but require skilled and sensitive interpretation and such a discussion would necessarily become quite protracted and possibly distract the reader from the main line of argument.

As we have said in earlier reports the response to our previous invitations to comment on our reports was considerable and helped enormously in our subsequent work. We are, therefore, encouraged once again to invite your critical comment on the ideas expressed here.

M. Kaufman (Chairman of the Study Group)

PART I **A PROPOSAL FOR CHANGE**

2 THE BACKGROUND TO THIS REPORT

Since World War II the school leaving age has been progressively raised and a major reorganisation of secondary education has taken place. During this period of structural change there was until recently little public debate on what should be taught and even less about how and why it should be taught.

However, with the onset of the economic recession a much more critical stance has been adopted towards what the schools are doing and teachers have found themselves defending content and practices built up over a long period. Since the so-called 'Great Debate', there has been a widespread and growing interest in the curriculum and in particular in the transition from school to adult and working life. An important aspect of this debate is that attention has been drawn to the need for a new relationship between industry and education, identifying not only what industry requires of education but also what it may contribute. It is against this background that this report has been prepared.

In 1979 the Government produced a discussion document, 'A Better Start in Working Life', and many people and organisations responded with reflections on different aspects of the paper. One area selected by many for comment was the role and contribution of schools to the education of young workers. In the light of its past experience the Board believed that its Study Group might be able to generate a helpful contribution towards the solution of this difficult problem. It, therefore, charged the Study Group with the remit to 'consider and report on how schools might best lay the foundations for continued development of young people through the principles of Unified Vocational Preparation (UVP) in their induction to working and adult life.'

Since the publication of the earlier reports the RPPITB has had an opportunity of testing out the thinking embodied in them in workshops involving tutors from industry, further education, schools and voluntary agencies, and through its sponsorship of over 100 Unified Vocational Preparation Schemes, most spanning a year of post-school development of young workers. Not only has UVP provided an insight into the effects of school on these young people, but additionally it has shown that the necessary development can be effected by using the learning approaches we advocate. The Board has also had valuable experience with schemes under the Youth Opportunities Programme (YOP) of work experience on employers' premises (WEEP). These schemes have incorporated the experience gained in the UVP schemes. Indeed some UVP schemes have included WEEP trainees.

The purpose of this report is to assess the tasks of the schools in today's changing situation by:

(i) relating more closely the present practice of the schools with what is to follow in adult and working life;

(ii) suggesting a broader context of learning than the present restricted context adopted by schools;

(iii) identifying major constraints to desirable change along these lines;

(iv) providing an acceptable framework for change.

3 NEED FOR CHANGE

An unsatisfactory education system

The public debate on education has indicated a considerable degree of disquiet. It raises the questions: 'Is the system basically sound and requiring minor modifications and improvements?' or 'Does the situation call for change of a more fundamental kind?'. In our view the education system is unsatisfactory because:

(i) it does not produce the range of skills, abilities and knowledge required to sustain and expand the productive power and prosperity of the nation;

(ii) its products are frequently deflected into paths which restrict their further development;

(iii) it raises false expectations in participants which are subsequently thwarted. This leads to cynicism and attitudes of conformism or, in a minority of cases, of hostility and vandalism;

(iv) in consequence, it fails to develop the full potential of the individuals it should serve, either in their personal or public lives.

Conflict of functions

In the course of its history our school system has acquired two dominating functions which are largely ignored in discussion of its purposes. There is widespread approval for the kind of statement frequently made in prospectuses and similar documents to the effect that 'the prime function of a school is the development of the potential of each individual pupil to its fullest extent'. A comparison of that statement with the actual achievements of the school in respect of many young people at the end of their secondary schooling would indicate the fulfilment of that function was largely thwarted.

We would suggest that the function has been inhibited

In the first place

by a failure to translate its terms into precisely defined learning objectives that can find a place within the curriculum and can be effectively assessed.

In the second

by two other functions which have come to dominate the school and to determine not merely its structure but its effective field of action. These functions are its operation as:

(i) a custodial agency;

(ii) a selective screening agency.

The custodial function

In the 19th century when children were rescued from exploitation in mines and factories the need to protect them and provide a constructive alternative led to the legislation governing school attendance. The raising of the school leaving age to 16 and the extending of this custodial function to the whole of the 11-16 age group has had consequences not generally foreseen and certainly not intended by the reformers. They arise from the operation of the second main function of the school system.

The selective screening function

This function is so pervasive and widely accepted as being part of the natural order of things that, while its effects are noted and criticised, the root cause generally escapes close scrutiny. There was considerable vocal opposition to the overt modes of selection that the unreorganised pattern of secondary education imposed and which led to the introduction of comprehensive schemes. There has been far less attention or opposition to the way schools continue to operate as screening agencies allocating life styles and life chances. This is not a function deliberately selected by the school but one originating from outside and transmitted through parents, employers and pupils themselves. By using the results of academic examinations — whether they be GCE or CSE — as eliminating mechanisms in selecting for places in higher education, professional entry or general employment — the external world imposes on the school the task of grading and categorising its pupils. Since the grading of achievement in these examinations involves placing pupils in a rank order, a terminal examination becomes less of an assessment of what has or has not been learnt and more of a competitive exercise. Competition is reinforced because the standard forms of examination are 'norm referenced', i.e. the pass level (or the average grade) is fixed for each examination by the performance of the whole body of candidates. Norm-referenced examinations test each person's performance against the average, rather than assessing his or her individual strengths and weaknesses.

In this sense all candidates enter an examination of this kind in competition with each other, all aware of the fact that while some are bound to pass others are bound to fail. If there was a 100 per cent pass rate at GCE O level in any subject in any one year (even at a single school) it would be immediately suspect. Unless there is a substantial measure of failure to compensate the balancing measure of success the test is regarded as invalid. This is widely accepted as normal by a majority of parents and employers who do not understand the norm-referenced basis of most examinations.

Because many people regard competition in the abstract as a good thing, this aspect of examinations may appear as a healthy feature rather than its opposite. An uncritical acceptance of this position is to miss the main point. There are a limited number of occasions when academic competition is clearly appropriate. An assessment of personal strengths and weaknesses at the end of a period of schooling, the identification of skills and competencies actually possessed, and the level at which a young person can deploy them, and finally what further education and training might be appropriate cannot be indicated by the present examination system.

Yet that is the kind of information the pupils themselves, their future employers and those who may provide them with further education and training all need to know. In the absence of any alternative effective assessment employers and others almost inevitably fall back upon achievement in public examinations as an instrument of selection. They continue to do so in spite of the lack of correspondence between not merely the content of the subject studied and the future work to be performed, but between what is being tested and the actual skills and competencies required in the tasks the young people are to perform. The need for 'qualifications' (a true misnomer) in order to obtain acceptable employment puts pressure upon the school.

The limited graded levels of performance in these examinations replace the broader learning objectives claimed by the school. For, in fact, the pupils are not 'qualified' to *do* anything. On the contrary, examination results have become the terminal outcome of the schooling process, thus replacing genuine learning with mere memorisation.

Attempts by teachers to break out of this situation and provide a curriculum more immediately relevant to the actual pupils they are teaching, either by varying the content, the pedagogy or the form of assessment, quickly run into difficulty. The norm-referenced character of the examinations and the use they are put to as qualifications for employment intensifies the pressure for comparability. From time to time teachers may introduce new 'subjects' they deem more relevant to their pupils. These may be introduced at either end of the academic spectrum, e.g. 'integrated studies' for hitherto low achievers in CSE or 'industrial studies' for potential managers at GCE A level. The examination results gained in them, however, must be comparable to those gained in other subjects if they are to be used as qualifications or exemptions. To this end the examinations in all subjects including the new ones, have to be brought into line and therefore tend generally to adopt the same forms so that every subject examination, if not identical with the others, is at least equivalent. By pressing all subjects into what is basically the same mould the system eliminates the unique opportunities offered by each discipline to the development of particular skills and competencies.

4 ASSUMPTIONS UNDERLYING OUR PROPOSAL

The proposal we are about to make is based upon a set of assumptions that we have either clearly stated or may be inferred from the line of argument developed in the earlier sections of this report. However, it may be helpful at this stage before setting out our proposal to make those assumptions explicit.

On the curriculum

The real curriculum is what learners take away at the completion of the period of their compulsory full-time education — the effective residue of all the learning experiences they have taken part in. This may be defined as the *learnt* curriculum: and contrasted with the *taught* curriculum which expresses the goals and direction of the teachers' endeavours. While it may never be possible to ensure that the learnt and taught curricula for all learners in all schools will completely coincide, it should be the aim of all engaged in the provision of education to bring them together as closely as possible to maximise the congruence of the learnt and the taught curricula. Thus in any statement of what it is hoped the learners will learn — a projected learnt curriculum — it is necessary to establish **how** and under what conditions (the learning environment) it will be learnt and how the learning achievement will be assessed.

The existing curriculum is unsatisfactory because it does not adequately serve all the learning objectives currently recognised as valid (both by those working in education and those using its products, and most of all those undergoing the experience of being educated). Thus new learning objectives covering adult and life skills need to be established for the curriculum. While it would be possible for the existing curriculum organised within the traditional subject-based framework to make a substantial contribution towards achieving the additional learning objectives, to do so would require substantial and sustained changes in practice. To meet the full range of objectives in respect of all pupils in the secondary school it would be necessary to extend the curriculum. An effective form that such an extension of the curriculum could take would include working life experience.

Curricular objectives and examination objectives

The examination system substitutes its own more limited (and seldom articulated) objectives for the broader aims usually claimed for the school. These broader aims are rarely specified in clear learning objectives incorporated into curricular practice.

It is claimed that these broader aims are met by attitudes engendered in what is referred to as the 'hidden curriculum'. What individuals achieve through this so-called hidden curriculum remains formally unassessed, has largely to be taken on trust, and may, in practice, prove to be negative rather than positive. It tends to be overtly discriminatory against girls, members of ethnic minorities and pupils from socially disadvantaged backgrounds. For example, the reluctance of large numbers of young people to continue any kind of formal education after leaving school may be regarded as the product of such negative learning.

Examinations

The examination system, depending as it does upon 'norm-referenced' tasks, is basically competitive. This competitive aspect is reinforced by the practice of using school examination success as an instrument for selection for entry into higher education, professional training or ordinary employment.

The extension of school examinations as selective instruments to cover categories of persons other than adolescents (e.g. adults or overseas students) who are seeking entry to higher education etc., requires each examination in each subject to be in some way broadly equivalent to all the others in standard, difficulty and availability. In doing so, it blurs the unique blend of knowledge and skill characteristic of each separate discipline and renders subjects which are 'taught for the examination' less helpful in meeting individual needs or developing individual competencies.

Examinations and the organisation and structure of the school

The organisation of the school reflects the priorities established by the predominant role of examinations. A school's performance is not measured by reference to its declared aims, but by the successes achieved in public examinations.

A major effect of the examination system is to reinforce the school's function as a selective screening agency. The pressure to meet examination objectives to gain success in public examination makes it difficult to organise adequate space in the timetable to meet other broader educational objectives and modify the custodial function of the school.

Thus of three possible functions performed by the school, viz.:

(i) a custodial function;

(ii) the function of a selective screening agency;

(iii) the function of promoting the personal development of each individual pupil;

the third becomes inevitably subordinated to the first two.

Inducing change

A major transformation cannot be brought about merely by central government decree or by recommendations of external bodies (e.g. Schools Council) however prestigious. Nor can a series of small incremental changes, isolated from each other in different locations, be effective in creating a re-ordering of priorities in schools to meet the demands of the present situation.

To be effective, action must be on a sufficient scale involving enough people within and without each school concerned, and calling upon a continuing supply of resources for a long enough period to create the conditions capable to bring about the transformation of the whole.

5 A PROPOSAL FOR CHANGE

Our Proposal

We propose that in the last two years of compulsory schooling the curriculum for all pupils be divided into two broad but inter-related areas of approximately equal scope:

(i) the first area (or first learning context) would be concerned much as at the present time with learning activities organised under the normal range of subject headings commonly found at present on school timetables;

(ii) a second area (or second learning context) which would reinforce and expand the learning undertaken in the first area and offer learning experiences of a more sustained character outside the current restrictions of the school environment, and would be equally assessed with the first learning context.

Many critics have identified as a negative feature of the present system its stress on the acquisition of relatively isolated areas of knowledge and have thought to emphasise the 'process' in contrast to the overt 'content' of the curriculum. We, however, seek to stress the real 'product' of the process of education which in our view should be the young adult capable of acting with an increasing degree of autonomy in the adult world. The second learning context is important in providing occasions for both learning and also of assessment of what perhaps should be the main aim of secondary education.

However, we recognise that in moving towards this pattern of allocating learning contexts to the curriculum, teachers may find it difficult to make the transitional leap. We, therefore, suggest that the second learning context should be established as a protected part of the curriculum occupying at least one-fifth of the total time.[1] For it to function effectively it would need to have a corresponding claim on resources.

What we are proposing has its roots in the existing practice of some schools and some teachers but in generalising that practice our proposal goes far beyond what is either standard or common.

The first learning context might at first sight appear little different from what happens at present; the overt content, indeed, as for example, set out in a standard subject syllabus would need little, if any, modification. The difference between what happens now and what we envisage should happen would lie in:

(i) the specification in *all subjects* and *across the curriculum* of those additional objectives that relate to the acquisition of adult attributes and of generic skills;

(ii) the identification of the skills and competencies that young people might expect to acquire in the pursuit of those objectives;

(iii) the clear indication of the specific items and activities occurring within the teaching and learning of subjects that relate to those objectives and the skills and competencies they demand;

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[1] We would expect that as teachers become more experienced in the integration of the two learning contexts (and with enhanced development programmes) this minimum allocation would increase to perhaps a third of the total time.

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(iv) the establishment of modes of assessment that indicate to the individual his/her strengths and weaknesses with regard to the competencies, and to the institution the degree to which the curricular objectives are being met;

(v) the co-ordination of this activity between subjects across the whole curriculum;

(vi) staff development.

The second learning context is intended to:

(i) reinforce and expand the learning undertaken in the primary context;

(ii) enhance motivation by making all learning in both contexts more meaningful and relevant to real-life situations as *perceived by the learner*;

(iii) enable alternative modes of learning such as experiential and project-based learning, on an effective scale (not normally available within the constraints of the present school timetable) in a fashion that will neither disrupt nor be in conflict with the requirements of the first curricular area;

(iv) allow the skills and competencies acquired by the learner to be consistently and effectively practised and subsequently monitored and assessed;

(v) provide young people both with opportunities for them to assess personal strengths, weaknesses and preferences and occasions for coming to terms in a realistic fashion with the issue of choice.

We envisage the second learning context to consist essentially of an expanded form of experience of working life that includes some residential experience. To meet the requirements set out above, most present schemes would need to be considerably enlarged to permit the sampling by each participant of several work environments and could involve a variety of different sponsors (e.g. industrial and commercial enterprises, local government and community agencies, voluntary agencies and training workshops).

The expansion of training workshops alongside opportunities in industry and commerce (both sectors offering facilities for those still at school as well as those on post-16 schemes of vocational preparation) would probably prove to be a major feature of the scheme.

While an extended work experience scheme of this kind might provide the central core, it could not constitute the whole of the second learning context. There would be a need for other forms of experiential learning such as periods of residential education and other extra-mural activities. The combination of the two learning contexts must provide a series of alternative modes of meeting **all** the learning needs of all the young people in the school. As we explain in a later section vocational preparation is a need for every pupil. It is not simply preparation for work, but the acquisition of competencies of a general character that will be called upon by the young person in a broad spectrum of situations arising in both his working and personal life.

We should see the development of the second learning context as a natural preliminary to the introduction of a universal scheme of traineeship for all school leavers preparing to enter employment as proposed in our Third Report. Experience of the Rubber and Plastics Processing Industry Training Board with Unified Vocational Preparation schemes suggests that an effective partnership between education and industry could help establish both the second learning context at the level of the school, and, subsequently, compatible schemes of vocational preparation.

To initiate these developments we propose:

(i) that a national body should be established which would

  (a) lay down guidelines for local schemes;

  (b) authorise the funding of schemes that met its criteria;

  (c) monitor progress.

(ii) that at local level bodies reflecting in their composition the various parties contributing to the implementation of schemes would

  (a) invite local schools to devise and submit schemes;

(b) approve schemes and recommend funding;

(c) monitor progress.

(iii) that schools should be invited

(a) to examine their current practice and consider how a wide range of learning objectives might be incorporated into the existing curriculum;

(b) to propose a scheme embodying a second learning context that would allow for work experience, and opportunities of experiential and project-based learning;

(c) to indicate ways of assessing the performance of participants in both areas of the curriculum in ways that would be supportive.

Action to be taken

At national level

Central government should make available annual sums for funding the additional curricular elements to be incorporated into school programmes in the fashion we have suggested.

A national commission should be set up:

(i) to draw up guidelines to assist in the development of local schemes and to establish the general conditions that would qualify for special funding;

(ii) to approve the criteria by which local consortia would recommend schemes as suitable for funding;

(iii) ensure that there was a general oversight on the development of schemes.

Such a commission might well be associated with the supervisory body for education and training of the 16-19 age group as proposed in our third report.

The national commission would enable major Departments of State to be involved in planning and development and would include other interests such as professional associations of teachers, employers and trades unions and voluntary agencies.

Action to be taken

At local level

To promote the development of the secondary learning context and integrated schemes of education and training of the kind we have suggested above, a local organisation will be required. The task is not one with which any existing mechanism can adequately cope as it will involve the ultimate co-operation of a number of bodies that normally function either in isolation or along relatively distinct parallel channels. Thus to supervise the promotion and monitoring of the schemes local consortia will require to be established. The areas covered by one local consortium might be co-extensive with the whole of a local education authority's territory (if it were a small authority) or more probably some natural division within it. Factors determining the precise area covered by a consortium would be the social and cultural composition of the community living there, the normal patterns of employment, the nature of the local labour market and similar considerations.

The task of the local consortium would be:

(i) to invite schools to explore the possibility of devising schemes in concert with other partners such as:

- local industry and commerce
- local government
- community agencies
- the careers service
- the youth service
- further education
- voluntary bodies

(ii) to invite the other sponsors drawn from industry, commerce, local government and the community agencies to consider what facilities and resources they might make available in contributing to such schemes, or even initiating them;

(iii) to approve schemes as suitable for funding by the central authority;

(iv) to establish contracts defining the nature of each party's contribution to the scheme and their responsibilities under it;

(v) to establish the pattern of an effective learning contract defining reciprocal obligations and responsibilities between the pupil and each of the providers of each section of the learning programme;

(vi) to monitor the progress of schemes, receive reports, make recommendations for amendment and improvement and agree the volume of resources available for each scheme;

(vii) to be responsible for ensuring not only that all interested parties in the provision were aware of the purposes of the scheme and their own responsibilities within it, but that the general public and, in particular, parents and employers, were well acquainted with its objectives and practices.

If, as we believe probable, a scheme of traineeship will eventually be established for young people who have either entered employment or are preparing to enter employment, similar local consortia will have a parallel range of tasks in relation to the post-16 vocational preparation traineeships to those we are suggesting in connection with schools. If subsequently one body was made responsible for both tasks we should have achieved a flexible structure to promote a continuous path of learning without placing repressive constraints upon the learner or restricting his or her choice.

The natural convenor of a local consortium would normally be a local education authority. In certain circumstances, however, other agencies might suggest themselves.

Local consortia would contain representatives drawn from members of the supportive network that would have to be built up around each school or group of schools. Thus while the school or group of schools would become the nucleus of the scheme, the network would involve:

(i) other educational agencies — the careers advisory service, the youth service and the local FE college;

(ii) commercial and industrial interests — major, individual companies, the local chamber of commerce, the trades council and appropriate trade union bodies;

(iii) professional associations, the unions representing workers in the education service;

(iv) parent committees, parent teacher associations, organisations representing local community interests;

(v) local representatives of the MSC, ITBs etc.

The network should focus upon the need to spread understanding of the purposes of the experiment and the need to develop opportunities for extra-mural learning, opportunities of an experiential character mainly in the following working situations:

- companies
- community projects
- training workshops
- residential centres.

A good communications policy is not only essential between the individual members of a school staff, or between participating schools, or the schools in the LEA, but also between the schools and the parents, the schools and local employers, and the whole project and the local community. A prime task of a local consortium would be to promote such a policy. Unless all participants are clearly aware of what is intended and understand fully the objectives of the exercise, and what is expected of them, and unless that understanding is clearly conveyed to the local community as a whole (who are after all paying for whatever is undertaken in local schools) any experiment is unlikely to succeed.

To carry out its tasks the local consortium which will be widely representative in its basic composition and cannot therefore be in continuous session will require a smaller executive body that can remain in closer contact with the continuing work and a small full-time staff to undertake the day-to-day tasks of liaison, monitoring, authorising the drawing of approved sums, and preparation of reports for the consideration of the consortium.

Such an officer or officers should be appointed by the consortium as a whole or a representative selection of its members and might be drawn from a constituency consisting of men and women with experience of (or actually on secondment from):

- the industrial sector — training or ITBs
- further education
- schools
- youth opportunities activities
- the careers service.

Action to be taken

At the level of the schools

We do not envisage any school being compelled to participate in the activities of a local consortium but we see considerable advantages in schools doing so both for the educational and social reasons advanced earlier in this report and for the good practical reason that it gives the school access to substantial additional resources. The essential ingredient of any development of this kind is the co-operation of all the parties involved. Within the educational institutions involved the teachers, or at least a majority of them, would need to be committed to the experiment. To get the degree of co-operation on the scale necessary would not be easy. This is one reason why the primary learning area of the existing curriculum, even if it were somewhat compressed, would still require to be preserved and protected.

Teachers' commitment to their subjects is high and their loyalty must not be jeopardised. We need to start from where the schools are today, not merely look at the situation as we would like it to be. We need to begin with suggestions of innovation that can be envisaged within the existing range of the teachers' and parents' experience. The approach must be persuasive, not mandatory. With what is done within the existing curriculum it is not a question of 'You should do this,' but rather 'This is what you do at present. How effective is it with the children? How can it be made more effective?' The key element in all innovating activity will be the function of staff development. Without the full commitment and active support of the entire staff from the head teacher downwards, it will be very difficult for any changes to be initiated.

The head teacher of a school, either on his or her own initiative or upon the invitation to join a consortium would need to set in train an analysis of the situation within the school and within the surrounding community.

The head teacher of the school, together with the management and organisation team, will need to set in training a staff curriculum and development programme. Such a programme should include self-appraisal and annual reviews based on established job descriptions which are reviewed periodically.

Internally there would need to be:

(i) an examination of the subjects on offer at present;

(ii) a careful scrutiny of the precise nature of that which is offered within the subject headings;

(iii) discussion between staff members leading to:

  (a) the identification and specification of current learning objectives covering the adult life skills and competencies (discussed in the early part of this report);

  (b) the relating of these objectives to similar or reciprocal objectives in other subject areas;

  (c) a consideration of how attainment in relation to those objectives might be monitored;

(iv) a consideration of how timetables might be re-ordered to allow for:

  (a) the co-ordination across the curriculum of these new learning objectives;

  (b) the emergence of adequate time not bounded by the normal constraints of the timetable to provide for what we have called above the secondary learning context;

Externally there would need to be:

(i) an examination of the learning opportunities present in organisations and institutions either already in the network or who might be invited to join;

(ii) an examination of the requirements of the local labour market as expressed by the companies normally recruiting in that market or identified by the careers advisory service;

(iii) an on-going consideration of the short-fall created by the realities of the local labour market and the wishes of parents and the aspirations of young people, and an exploration of ways in which the combined resources of school and external agencies may arm the young people to find solutions to the difficulties that may arise.

As a result of the analysis and the accompanying consultative exercises (within and without the school) a person or persons (one at least a senior member of the staff, e.g. a deputy head) should be appointed as curriculum co-ordinator(s) to be responsible for:

(i) the initial draft of a scheme;

(ii) co-ordinating the activity in the primary learning context;

(iii) relating that activity in the secondary learning context;

(iv) liaison with local consortium and its officers;

(v) the deployment of those resource elements made available to the school.

6 IMPLICATIONS

Assessment

From what we have said earlier and in particular from the assumptions stated explicitly at the beginning of the last section, we envisage little progress of a substantial character unless the impact of the present examination system upon the schools can be considerably mitigated. The abolition or, at least, total transformation of the present system of norm-referenced subject examinations at 16+ (and by implication at 18+) would be the natural long-term outcome of our proposals. The introduction of additional objectives — many of them cross-curricular — separately assessed and supported by assessment of individual and collective activity in the secondary learning context would minimise the significance of any competitive elements that might be left in the assessment of performance within the traditional subjects that constitute the primary learning context. The needs of effective assessment and monitoring of the schemes proposed in this report would require the introduction of a system of competency profiling on the lines we discuss in Part II of this report. Any major government move to initiate action on the lines proposed through a national commission and local consortia with funds to disburse, would rapidly bring about the conditions needed for the replacement of a system of norm-referenced examination by one of criterion-referenced assessment.

Staff development and initial training of teachers

We have emphasised the need for participative and experiential learning to play a much greater part than heretofore in the first learning context of the school curriculum, in order to assist young people to acquire skills. While this is ground well trodden in theoretical discussion, in practice it is new ground for the majority of teachers who have been expected in their pre-service training and encouraged in their classroom methodology to display expertise in *teaching* and *the transmission of knowledge*. We have been at pains to draw a distinction between this type of activity and the acquisition of skills by their pupils. In specifying the type and level of skill they intend their pupils to acquire, in accordance with the developmental processes that relate to the use, practice and reinforcement of these skills, teachers will have to do more than set themselves 'precise aims'. They, in their schools, will need to decide and state exactly *what* skills they are concerned to develop, the learning objectives (results) which they believe their pupils should attain in the process; the form of learning situations they are going to design in order that their pupils may experience and participate in the acquisition, development and usage of such skills. They could then use the statements they have formulated as their learning objectives as the basis for assessment and evaluation, not only of the pupils but of themselves in the process. By using such forms of self- and pupil-appraisal they can help to maintain a vigorous, continuing dynamic of curriculum re-appraisal which will give new life and vitality to the curriculum, both in themselves and in the pupils with whom they are developing such learning skills.

This new perception of the wider objectives of subject study and the necessary expansion of pedagogic skills will not occur automatically to teaching staffs, nor will it be achieved by mere exhortation or encouragement. Even more, the active extension of these skills into the area of experiential and reflective learning in the second learning context will require considerable investment in staff development. The nature of the training — open-ended, exploratory and experiential — and the forms of assessment — criterion referenced and presented in profile form — must be consonant with the curricular extensions for which the training is taking place. The training is not intended as an extra-qualification in the scramble for promotion, but as an immediate aid and reinforcement to the teacher carrying out the tasks of the modified curriculum.

PART II THE CASE FOR A REVISED CURRICULUM

7 THE AIMS AND OBJECTIVES OF A REVISED CURRICULUM

Preparation for adult life

The frequent demands from employers that schools should do more to prepare their pupils for employment conflicts sharply with the school's own belief that they do undertake a substantial amount of such preparation. They acknowledge preparation for adult life as a main aim of the school and they believe they do so incidentally in carrying out their more easily identifiable purposes; teaching the subjects that make up the standard curriculum and preparing pupils to gain the certificates that are accepted by employers and others as qualifications. An outside observer may recognise some truth in both contentions — the employers' complaints and the claims of the schools — and draw the conclusion that the question needs looking at in quite different ways.

By their insistence in the past that schools should not attempt any specifically vocational education but concentrate on 'general' education, employers have lent support to the view held by most teachers that the skills and competencies required at work and in adult life are acquired by pupils indirectly through the normal processes of the school curriculum without any need of direct instruction. Precisely what those skills and competencies are is rarely, if ever, expounded by teachers or employers. Nor is it ever clear what particular learning objectives incorporate those skills and competencies nor whether they are ever actually assessed.

The belief that there are some things whi[illegible]n *taught* in schools will not be *learnt* in the school environment was given support by a recent evaluation exercise of social and life skills (SLS) taught in connection with certain Youth Opportunities Programmes (YOP) for young unemployed people. The exercise was carried out by careers officers in nine local authority areas in different parts of the country. Somewhat to the surprise of the sponsors the young people were generally found to be more enthusiastic about social and life skills than had been expected.

A substantial overlap existed in the content of the SLS work done in connection with YOP and what had been done at school, but young people not only tended to prefer what they had done on the YOP scheme, but believed they had learnt it better. Commenting on similarities and differences with school, they acknowledged a similarity in content and format. They observed a more practical approach (expressed in various ways, e.g. greater realism achieved through role play and the use of video), greater participation and being treated like adults. All respondents felt that all topics were as or more relevant, mainly because the time was now more appropriate, i.e. unemployment had become a reality. Significantly, many respondents drew attention additionally to the fact that they now had experience (of work, unemployment, job seeking etc.) to which they could relate the SLS topics. Only eight out of 140 young people responding to a question as to whether the SLS work in YOP was more or less enjoyable referred to a topic being less enjoyable — and this lack of enjoyment was because the reality of unemployment was 'frightening'. As reasons for making this work more acceptable, a more adult atmosphere, greater participation and a more practical approach were frequently quoted.

Many examples drawn from the RPPITB experience with its UVP schemes suggests that young people who were not very successful in school, given the right learning opportunities in the working situation, develop not only responsible adult attitudes but show capabilities for learning untapped at school. Some young workers without paper qualifications have developed to such an extent over the one year's training scheme that employers have acknowledged their learning potential and moved them into responsible positions which recognised and enabled them to develop their real abilities. In some cases this recognition has also led to their participation in more traditional FE courses.

We can draw certain conclusions from this evidence. The first is that the learning process must be relevant to the learner's current experiential needs. What is not perceived as relevant is not taken up or discarded. In adopting this approach the term 'experience' needs to be widely interpreted and includes not only the immediate experiences of the classroom (or work place), but those of home, family, neighbourhood and peer group. Thus a young person may do well in his study of formal school subjects because his experience of home and school have convinced him of the value of success in this field.

His fellow classmates may have, or share with their families, a totally different experience or a totally different interpretation of experiences which lead them to question the value of the activities traditionally pursued in the school. The experience of work or of unemployment may confirm these attitudes to learning or radically upset them according to the quality of that experience and the way in which it is interpreted. Indeed, it can be said that 'learning is not just something that ''happens'' to a person from time to time, but that which makes him a person in the first place.' Furthermore any new learning represents a modification of a person's sum total of interpretations of these experiences.

The second conclusion is that while those who are successful at school may regard what is done in school as relevant, those who are less successful will consider it irrelevant for them. To meet this difficulty young people may need to encounter a much wider range of experiences in a context much broader than that normally offered by school so that the relevance of what the school has to offer can be appreciated by the whole of the school population. In addition to extending the content of learning, relevance may be established by emphasising the continuity of the learning process. Learning begins long before the child enters the primary school and will continue after he leaves secondary school — indeed to the end of life. In our earlier reports we stressed as essential the notion of the continuity of learning which was not, however, reflected in the school-structured experiences of the school-leaver. Much of what was said in the first report is widely accepted in theory. In practice disjuncture between what happens in school and what happens when the young person leaves school is still the general rule. The increase in unemployment among young people has, if anything, intensified the discontinuity. In this respect the experience of the majority of school-leavers is in marked contrast to that of the relatively small percentage who enter higher education. For them the need for continuity is widely assumed as essential. In practice there has been little effort to ensure a similar continuity for the majority.

The 'taught' and the 'learnt' curriculum

Many discussions of the curriculum concern themselves primarily with the subjects taught (and the knowledge those subjects are deemed to contain) or the way in which those subjects may best be taught. An alternative way of looking at the curriculum would be from the viewpoint of the pupils leaving school and what they take away with them. That residue of all the learning experiences the school has provided for them we might call the 'learnt' curriculum to distinguish it from the 'taught' curriculum represented by what the teacher considers he has taught. The 'taught' curriculum will be the official curriculum established by the school and will be the same for all pupils in each class. The 'learnt' curriculum will be different for each pupil and will depend upon individual experience, perceptions and learning activity.

We may assume that in the case of the most successful pupils whose own perceptions may conform fairly closely with those of the teachers and the ambitions of their parents and who therefore achieve well in their examinations and are confident the school has done well by them (though not necessarily in terms of the realities that await them outside the school), the 'taught' curriculum and the 'learnt' curriculum correspond closely. But for many pupils for precisely the opposite reasons, the gap between them will be large and for some distressingly so. If the main function of the school is neither custodial nor selective but developing the full potential of each individual, its prime concern should be not with what it thinks it should teach but what its pupils actually learn and what they need to learn.

We are not abandoning the concept of a liberal education nor do we advocate a narrowly instrumental approach. We do not believe however that the majority of pupils study most of their subjects *solely* for their own sakes, nor do their parents, teachers and future employers expect them so to do. Whatever the intrinsic value of their studies may be, an important activity of the school is to provide its pupils with a range of competencies that will enable them to cope with the situations they will encounter in adult life. The distinction which has been made between the 'taught' curriculum and the 'learnt' curriculum operates in this area of activity as well as in the more formal area of cognitive knowledge normally tested by examination. The gap may in fact be greater in that it is often assumed that competencies are acquired incidentally to the study of academic subjects and are therefore not normally subject to assessment by examination. It is a common experience attested to by many that what is not assessed by examination tends to go by default.

Although there is at present widespread popular support for the part played by examinations in buttressing the selective screening function of schools, it might disappear if the inefficiency of the mechanism were more widely appreciated. Other education systems in Western Europe may also function as selection mechanisms, but none place any reliance upon examinations comparable with GCE and CSE at 16+. Even GCE A level is not a very good predictor of academic success at graduate and post-graduate level as several studies show. GCE O level is even less reliable. The real value of these examinations as indicators of potential for success in other fields is very dubious and, as indicators of competence, they are completely unreliable. If an effective system of competency profiling based not only upon performance within the academic curriculum, but also in more open-ended situations of the second curricular context were to be developed, employers and others might quickly lose confidence in their traditional academic touchstones. Without the support of external demand from industry and commerce, the pressure upon schools to produce academic success at all costs would diminish and the opportunity would arise for schools to revert to their true function.

SKILLS AND COMPETENCIES

Competency

Misunderstanding arises over the proper interpretation of the school's function in developing the individual's potential to the full. The system places great importance upon qualifications gained by examinations that test knowledge by means that rely largely upon memorisation and recall. It claims to place a high premium on intellectual ability but mistakenly identifies it with the ability to pass examinations of this character. A second effect of this emphasis is to suggest that those who do not do well in examinations have 'other' abilities often of a practical kind, like baking cakes or repairing cars. The task of the school in developing the potential of all is then seen to be to encourage those who do poorly in examinations to excel in other activities. This pattern of thinking is frequently dressed up in much more sophisticated packaging but underlies a good deal of discussion about the curriculum. It does not, however, effectively encourage the full development of every child, whatever his or her natural propensities may be.

Intellectual ability and knowledge are important but they are not identical, nor are they of great value in isolation. Practical ability and skill, similarly, are important and not identical and can only be fully effective if used in appropriate situations and backed by knowledge. Insight gained from experience and willingness to accept the responsibility to deploy knowledge and skill must all be brought into play if a person is to operate as a competent adult, in a variety of situations in working and private life. A fully developed person, a mature adult, is one who is able and prepared to accept responsibility for himself and his actions and has developed a range of competencies to support that position. *A competency in this sense is compounded of knowledge and skill, appropriate attitudes and experience*. The long path of learning that starts in the pre-school period and leads through school and out into adult life is directed towards the goal of acquiring a range of competencies at a level that enables the possessor to cope with the situations and pressures he will encounter and to establish a measure of genuine autonomy. Knowledge alone is not sufficient to develop competency. Skills, attitudes and experience are also necessary. What young people look for from their education (though they may not express it in these terms) is a range of competencies which will enable them to live as effective adults. It is also what their future employers are looking for. Unfortunately the latter often misguidedly assume the competencies they seek will be indicated by examination results.

Training and skill

It has become fashionable to use the word skill in educational contexts, sometimes it would appear without full appreciation of what it means. *A skill consists of the ability to organise and carry out actions which are predetermined by the person possessing the skill with the conscious purpose of achieving ends that he can predict or at least anticipate.*

A lucky novice may hit a boundary in cricket; a skilled player knows not only how to play the ball but what the result of his stroke is likely to be. The research scientist deploys knowledge and skill in combination in devising and carrying through a programme of experimentation likely to identify what at the beginning is still unknown. Skills are necessary for the solution of problems of every kind, whether it is a purely intellectual problem — testing a scientific hypothesis, or resolving an equation — or whether it is a complex practical problem such as designing and constructing a block of flats or a relatively simple one such as identifying and rectifying a fault in a car engine. The learning of skills, therefore, should be deliberately built into the curriculum and subsequently assessed with at least as much care and assiduity as are those elements of the academic curriculum currently selected for assessment by means of the examination system.

Skills are rarely used in isolation. Most activities involve a combination of skills. Even a comparatively simple activity such as accurate measurement with rule, callipers, or thermometer involves both intellectual and practical skills. More complex activities require further combinations of skills with knowledge and experience. Many such combinations have a place both in academic learning and everyday life. Observing, measuring, weighing, recording, interpreting and commenting is one such set of skills. Other important groups of skills are describing and explaining, abstracting and analysing, designing, making and testing. (In passing we may note that there is no automatic transfer by the learner of skills learnt in one context to application in another.)

Skills can be graded at different levels. We frequently talk of basic communications skills, for instance — listening, speaking, reading and writing — but each of these skills may be developed to more advanced stages. Communication skills also illustrate another aspect of this question. Before a person can proceed to achieve any learning goal he has set himself, he may need to acquire certain levels of skill which we may call *'enabling'* skills. Such skills underpin the learning objectives of a number of subjects in the curriculum. Thus they cannot be regarded as the 'property' of any one subject nor can a single subject area be held responsible for their development.

Paradoxically, while enabling skills such as those of communication and numeracy may be central to an individual's personal development, they may remain only marginal to most subjects. Even in the subjects of English and mathematics the basic skills that enable further learning to occur will not have the highest priority for teachers who, concerned for the eventual examination success of their pupils in their subjects, will concentrate on other topics such as knowledge about the literary texts set for study in the examination syllabus. Basic skills, in their view, should have been acquired before children embarked on the secondary stage. If they have not been so acquired, English and mathematics are not to be held more responsible than any other subject for their acquisition. To deflect time and resources to this task would threaten the performance of these departments in the examination scramble. It is not, however, simply acquiring a skill that is important, but its on-going development to *enable* further learning to take place.

Another range of important skills to which more deliberate and conscious attention should be given in the curriculum can be called *'coping'* skills. These are the skills that allow people to translate knowledge into effective action and to co-operate with others. They are among the most important elements that make up the competencies called for in adult life. The skills involved in taking initiatives, planning, concentrating, giving directives, following instructions, making decisions, are all examples of coping skills, and again they can be deployed at an elementary level in relatively simple situations and at much more sophisticated levels in more complex situations.

The word 'training' is often used to denote that part of the learning activity concerned with the acquisition and development of skills. 'Training' in this sense is an integral and essential part of education without which much learning will remain inert and incapable of application. For some people, including a number of teachers, the words 'training' and 'skill' have acquired a pejorative connotation. They conceive them as lower order activities of a largely 'practical' or 'applied' kind, and are falsely counterpoised with 'education', a higher order activity concerned with knowledge and concepts whose main aim is the progressive achievement of rational understanding. What escapes them is that this rational understanding depends for its existence and further growth upon the effective deployment of a whole range of skills (mental skills, skills which in turn depend upon effective training).

The undervaluing of skills reflects a major misapprehension about their nature and their mode of acquisition. It nevertheless stems from a hoary tradition, with its roots in the ancient world in which theoretical academic studies were given higher esteem than practical activity or applied knowledge. Even today there is a residual contempt within the education system for practical activities that solve problems. In opposition to that view the Study Group would argue that education is not merely concerned with understanding, but translating that understanding into action in a variety of ways and at a variety of levels. The instrument for translating understanding into action is the range of skills — practical, mental and social. These are an essential part of education.

The identification of 'skill' with practical activity and the low status attributed in our society to most manual and manipulative skills (though not to those, be it noted, of a surgeon) has had two damaging results in education. The first — which is widely recognised and often condemned — is to divide young people into those who are 'good with their hands' and those who are 'good with their brains'. The acquisition of practical skills is then seen as an appropriate objective for the first group, while the pursuit of academic objectives is suitable for the second group. This rigid distinction has been considerably eroded in practice but its influence lingers on. The second effect is more subtle but in the long run even more deleterious, in that it causes the role of 'skills' — of all kinds — in education and in adult life, to be misunderstood and undervalued. Thus, even when knowledge and understanding are acquired (through high status, academic activities) they may be inadequately exploited through lack of adequate skill, and further learning and development are in consequence severely inhibited.

Real life shows many people who have been 'educated' in the limited sense, but cannot carry out functions which one might reasonably expect the educational process to have prepared them for. They may possess 'knowledge' and even 'understanding' in the limited cognitive sense, but they may still lack the skills essential for effective action. It is easy to see that a 'knowledge' of the laws of cricket and an 'understanding' of the type and purpose of the strokes a batsman can play will not of itself guarantee a person being able to seize the opportunity of playing a swift cut through the slips and placing the ball precisely in an unguarded portion of the outfield. It is not generally appreciated that the same principle applies to other forms of learning of a different order. For example, a person may know a good deal of the accidence and syntax of a foreign language and possess a reasonable vocabulary (all of which is capable of being tested by simple written exercises and translation). He may even have acquired a pass at GCE O level. Nevertheless, such a person may still be quite incapable of sustaining any kind of conversation of a subject of current interest with reasonable fluency, engage in a business correspondence or even follow a news broadcast in the language concerned. Again, a person with an O level in British Constitution or an A level in politics, or even a social science degree may still lack the technical and social skills called for in drawing up an accurate and persuasive petition, winning support for it from his neighbours and presenting it to his MP with recommendations for action.

All these examples of action require skills as well as knowledge. For those engaged in the open-ended activities of research, skill becomes even more apparent. Different disciplines will call forth different skills. Observing, measuring, weighing, recording, interpreting and commenting will play the major part in one type of research project; describing, explaining, abstracting and analysing in another. But all such skills should be deliberately fostered as a natural part of the curriculum at a much earlier stage as they have as much if not more relevance for the normal activities of adult and working life as they have for research activity at the so-called 'frontiers of knowledge'.

The acquisition and development of skills

The first implication of the recognition of skills and the training element as important components of the curriculum is the need for a fresh assessment of what happens in schools and how efficient teachers are in helping their pupils develop skills of all kinds at different levels. In some ways this presents itself as a new problem — not because skills have not previously had a place in the curriculum, but because a new emphasis is being placed on them, and this calls for further changes in practice. The most commonly held conception of what schools are engaged in — not only among the teaching profession but also among the general public — is that it consists in the transmission of *knowledge* and the major agency of that transmission is the teacher actively *teaching*. The majority of subject teachers would probably accept that statement; it reflects the priorities that characterise their normal activities. Even those teachers who enthusiastically concede the importance and value of activities such as residential periods, field work or other such forms of experiential learning as normally occur in well-run schools, would neither place them in a central position in their programme nor grant anything like priority in the amount of time allocated to them. The transmission of knowledge is an activity which is wholly under the control of the teacher as *initiator*. Its reception, interpretation and understanding is not, of course, totally under the teacher's control but the particular forms of standard examination techniques seek to assure that what has been transmitted has been learnt.

It is true of all learning situations that for the teacher to teach effectively he or she must have the co-operation of the pupils who must be motivated to learn. In the normal transmission situation the teacher's activity holds the centre of the stage. The interpretation of the syllabus, the selection of what is to be learnt, the decision as to what is to be memorised, what is to be tested, and how it is to be tested all lie within the scope of the teacher. The acquisition of skills, however, turns largely on the learner. The teacher while still making an important contribution is ancillary to the action of the learner. To a much greater degree the activity becomes less predictable and the learning more individualised. In a transmission situation the teacher is concerned with a corpus of information — limited and defined and apparently independent of the context of learning — which his task is to teach. The whole class are the intended equal recipients of that information.

In acquiring a skill the context of learning and what the learner brings to that context, the frequency with which he can exercise his skill and the context of practice all have a determining effect upon the quality and rate of learning of each individual learner. This is a situation more difficult to handle without appropriate training, but much more productive of learning on the part of the learner.

One of the problems this situation presents to most teachers is that in their own career preparation they have concentrated largely upon the acquisition and transmission of knowledge. The ancillary skills essential to that process have not normally been singled out for special attention. The acquisition of skills which most of them undoubtedly must possess has proceeded for them by a largely unconscious process. This mode of acquisition does not give rise to a full understanding of the difficulties involved, especially for other learners with different backgrounds and experience. As a result, teachers are efficient and confident in organising and transmitting knowledge to those with similar backgrounds and experiences to their own and who may expect to be similarly motivated. They tend to be more diffident and reluctant in promoting the learning of skills because they have not *consciously* been involved in the acquisition of their own skills, nor has any part of their own preparation been greatly concerned with this aspect. (Exceptions may be made to this generalisation to cover shorthand and typewriting, physical education and certain manual skills, but it is significant that all these are subject areas low in status within the academic hierarchy.)

The essence of the problem is that a skill can only be learnt by actual performance and practice. You can learn the theory of how to sail a dinghy on dry land. You can only learn to sail it on the water. Knowing 'how', knowing 'what' and knowing 'why' may be all important but alone they do not add up to competence in performance. The practised skill is the missing requisite. While this fact is immediately apparent in reference to competencies like fluency in a foreign language, performance of a Beethoven sonata, or building a brick wall, its relevance to other competencies and activities (including intellectual development) that are the concern of the school curriculum is not so widely recognised. Skills must be acquired and cannot be simply taught. They require learning situations in which they can be identified and appreciated and which offer opportunities to practise them. The teacher can structure suitable learning situations but it is only the activity of the learner that can guarantee the acquisition and development of the skill.

If we consider the acquisition of skills in the light of the earlier discussion on relevance and its importance to the learner, we come to the conclusion that the present context of learning offered by the school could be helpfully supplemented by a broader context. Within that context we should expect there to be opportunities for experiential learning, open-ended situations which would present problems to the young person that would call upon his or her range of skills in settings in which their relevance would be immediately apparent. Lack of skills or failure of competence could be readily identified not least in importance by learners themselves.

Vocational preparation and the negotiated curriculum

Vocational preparation is the process by which a young person prepares to take charge of his or her own life. All young people attempt to do this in the process of moving from childhood to adulthood. Like education itself it is an unavoidable process —but whether it is satisfactorily or completely effected, or with the most economic use of time and effort, and whether the full potential of the young people is realised will depend upon the help and understanding they encounter, and how they learn to use the experiences they undergo. In this broad sense vocational preparation must be an individual experience, and while the experience — or large portions of it — may be shared, the programme, if it is to be effective, must be designed so that individuals may select what they recognise that they need. These considerations give rise to the concept of a *negotiated* curriculum to meet *personal learning* agendas.

Ideas about personal learning agendas and negotiated curricula have been worked out largely in connection with schemes of post-school education and training such as UVP and YOP and at first sight may have seemed to have little relevance to the school situation. If the curriculum is identified with the subjects and more particularly each subject is identified with the syllabus being taught, there is indeed little room left for the concept of negotiation. This is to ignore the distinction made earlier between the 'taught' curriculum — what is offered equally to all pupils irrespective of their personal differences — and the 'learnt' curriculum — what they take away with them. If what they seek is a range of competencies and each pupil has his or her unique combination of knowledge, skill and experience, the idea of negotiation may take on a different complexion. What each pupil needs and what each pupil can get from the learning experiences presented by each subject is different. In this sense each pupil has his own immediate learning priorities. Once he appreciates the relevance of what is being offered he is in the position of 'negotiating' what he might expect to learn that makes sense in terms of his personal learning agenda.

Two sets of negotiations are involved:

(i) In the establishment of learning objectives across the curriculum (and their extension to the second curricular context) negotiation for their implementation and for the identification of learning experiences to underpin those objectives, negotiation must take place between teachers within the school, and between representatives of the school and representatives of those agencies whose activities constitute the second learning context;

(ii) The second and more individualised negotiation is that of the young persons themselves. What they will get from what is offered within the classroom and the variegated experience of the second context will depend upon what they bring to the experience, i.e.

  (a) their present levels of knowledge and skill;

  (b) their previous relevant experiences (if any);

  (c) their own perceptions of their learning priorities.

The negotiations consist of dialogues between them and their teachers — and on occasion, their workplace tutors — in which it is established what they may reasonably expect to achieve from the particular learning activities in which they are engaged, how they will know that they have achieved them and how these activities will be assessed and recorded.

8 CONTEXTS FOR LEARNING

The existing context

It has been argued that adult attributes and what we have called 'coping skills' are already taught in schools. It has been suggested that even if at present they are not taught effectively to the whole ability range, then with a clearer definition of objectives, some re-thinking of the pedagogic style involved and perhaps a greater measure of collaboration between members of a school staff, all that is really necessary to prepare a young person for adult life may be achieved within the scope of the existing curriculum.

The Study Group was able to examine the experience of a number of schools in this regard. They looked to see what was being done to promote the learning of coping skills such as:

- finding information
- taking initiatives
- ability to take decisions
- capacity to give and receive feedback
- exercising economic use of time
- accepting responsibility for one's own actions.

Though the Study Group would not claim that the evidence it received was in any way adequate to prove a case, it suggests certain possibilities and confirmed a general feeling shared by the members about what might be possible. We believe that the normal subject-based curriculum can make a considerable contribution to the development of adult coping skills in young people *if certain conditions are observed.* Teachers must be willing:

(i) to agree that the teaching of a subject will have as a main purpose the objective of developing in the young people the attributes and attitudes identified as being desirable in an adult. This does not preclude any other grounds that may exist for teaching the subject, arising from specific knowledge, concepts and skills embodied in the subject (normally assessed by examination);

(ii) to accept that neither the normal broad academic objective associated with a subject nor these additional behaviourial objectives looking towards adult life can be automatically achieved, but need to be broken down into a number of intermediate enabling objectives and that some of these enabling objectives may be the normal responsibility of other disciplines (e.g. communication skills may be regarded as the 'property' of English, but they underpin almost every interaction between teacher and taught in every subject);

(iii) accordingly, to accept the need for much closer co-operation between teachers of different subjects to ensure the acquisition by pupils of basic enabling skills, transferable from one discipline to another;

(iv) to develop co-operatively within the school an appropriate pedagogy that supplements the normal didactic, transmission teaching styles of so much subject teaching. Participative learning or experiential learning should find a place in every subject. It should not be either relegated to a special area (often regarded as appropriate for the least able) nor taken over as the property of a single subject (e.g. English or social studies) as is often the case with schemes of so-called 'integrated studies'.

While experimental work on these lines has proved fruitful where it has been carried out by committed teachers, it cannot provide the whole basis for a development of the coping skills that are at the heart of any effective preparation for adult and working life. The normal school constitutes a sheltered and tightly organised environment designed to promote a specific kind of learning which proves quite inadequate to meet adolescents' needs during the initial phase of transition. The experience it provides is too limited to offer the necessary range of activities with unpredictable outcomes characteristic of the situations confronting most adults. It is necessary for the subject based curriculum to be supplemented by a substantial set of learning experiences of a quite different kind, in a more open and less sheltered environment, which will immediately establish its relevance for the young people involved.

The need for a new context

Most of the attempts to diversify the context of learning suffer from a considerable handicap — that they have been designed for only one sector of the school population. Either they occur *within* a single subject and therefore apply only to the person taking that subject, or they apply to one intellectual or social level. For example, field trips that offer rich learning experiences take place within only a limited range of subjects. In order to ensure comparability between results achieved in one subject and another, the amount of time and the amount of weighting that can be given to idiosyncratic activities within any single subject are fairly strictly limited, and there is thus constant pressure to bring the teaching into line with the recognised norm. Otherwise new learning contexts tend to be associated with limited high prestige activities — for example, foreign exchanges, for longer periods, for A level language students, or (the exact opposite) work experience that seeks to 'provide pupils of low academic ability in their last year of compulsory education with an introduction to a range of work skills' (as one scheme expresses itself).

One of the things that all pupils in the secondary school have in common is the need to acquire adult coping skills. We are looking for an additional element in the curriculum which will assist every pupil to acquire the skills he needs to utilise what he knows and to exploit fully the experiences he encounters outside and beyond the school. The establishment of a second major context of learning alongside the traditional context of school but integrated with it could help provide the range of learning experiences which are at present lacking. It could also provide possibilities for the assessment of pupils' competencies in co-operative as well as competitive or purely individual activities, that are not normally available. This second context will both illuminate and be illuminated by the first context. What is learnt in the one must be applied in the second, while the second will fulfil and give point to the first. The teaching in the first context must take place in such a way that it is capable of relating to and making sense in the second context. But by the same token the confused and inchoate experience that would normally make up the second context — of working and adult life — needs to be reduced to meaning and order by what takes place by way of preparation in the first context *before* it occurs and by reflection upon it *after* it has happened.

A second learning context if it is to fulfil these requirements must be available not only to one section of the school population in the upper reaches of the secondary school, but to the whole of that population. It must not be subordinated to the requirements of too rigid and fragmented a timetable. It must command a high degree of regard and prestige, and this will be ensured:

- by adequate resourcing;
- by good public relations so that its purposes and possibilities are well understood outside the school by parents and employers as well as inside the school by pupils, teachers and administrators;
- by bringing it within the range of activities officially evaluated and assessed.

What kind of context will meet these requirements? An obvious candidate for consideration are those contexts that offer an experience of working life. Experience with schemes of Unified Vocational Preparation (UVP) has shown how in combination with an appropriate element of further education (not necessarily conducted in a specifically 'educational' institution) work itself may become an organised and effective learning process, which teaches rapidly and much more economically lessons that appear to have made no impact in the context of the school.

What are the features of the working experience which give it a particularly valuable educative and developmental role? Firstly, the work undertaken has a real life objective or end result. It concerns something that is actually going to be used by people, or a service rendered to people. It meets someone's needs. Even though it may contain routine elements it is a part of the 'real world' rather than the 'artificial school world'. The significance of something that is being learnt is transformed when it is seen to be a requirement of the real world. Similarly, in the work situation what is being done is not just an exercise undertaken for its own sake but an action designed to meet a real need. Therefore the work will impose certain requirements and disciplines which can be seen to be real and not arbitrary as the requirements of the school work may appear to be. These requirements will be rooted in the nature of the work itself. Standards of accuracy, of neatness or finish and workmanship, of punctuality and speed of work, and the emphasis on following instructions are seen to have reason and purpose. The value of skills in, for instance, written expression, arithmetical calculations, etc. become clear. Put another way, what makes the work situation rich in educational possibilities is its orientation towards the task rather than towards the individual. It represents the precise opposite of the normal school situation.

Secondly, work is usually carried out in a group or team situation. One must therefore learn how to work with people and meet the needs of operating as part of a greater whole, a community. The significance of mutual dependence becomes clear and the importance of such attitudes as co-operativeness and reliability will be experienced. For the youngster the adult world may appear intimidating; nevertheless, he has to learn to find his place in it and handle relationships. Here the role of the tutor/educator will be to help the young person to evaluate and learn from his experience and to work with him as he reflects upon it. To talk to a young person about these things in the abstract is useless; to help him as he reflects on actual experience opens the way to effective learning.

One of the most important lessons that young people in transition have to learn is that of taking responsibility for themselves and their own progress, and how to make personal decisions on the basis of reason rather than impulse. It is a lesson often difficult for many young people to learn within the ambience of the school alone. They are not present in the school primarily of their own choice (even if they quite like school). They are required to be present by law. In discharging its custodial function, the school imposes constraints to meet its legal requirements, which do not appear to the young people to spring from the needs of the situation as they perceive it. While they may have some measure of choice between subjects, what is taught under the different subject headings is determined by the school and the teachers and is not necessarily seen as relevant to either their actual present or imagined future.

By contrast at work — even in a routine job — they have immediately a greater measure of responsibility and a greater measure of freedom. Unlike the constraints of the school, which may appear arbitrary and irrelevant to the young person upon whom they are imposed, the constraints of the workplace though they may be even more rigorous, arise from the imperatives of the production process and are accepted by the workforce. In fact, where they do not so arise, and appear arbitrary and irrelevant they are subject to challenge collectively by the workforce, or by an individual, who may exercise his right to leave. It becomes easier for young people to begin to accept responsibility for themselves under such circumstances, but it can only happen when they find themselves in situations which they can identify as real life for them.

We cannot ignore the fact that many working situations are not ideal, that most work contains the routine, the unpleasant, the boring, that people can be difficult and unsympathetic. Coming to terms with such situations and extracting a measure of personal profit from them is part of the developmental process. As has been revealed by experience with UVP, with the aid of a good tutor a younger person can gain educational and development potential out of even unpromising situations.

It is sometimes suggested to those seeking to extend 'experience of working life' to all pupils that industry and commerce could not provide adequate experience for all the young people who would be involved. We believe that MSC experience would suggest the contrary and indicate that a shortage of placements is not ultimately a major limiting factor. The experience of other countries such as Sweden would suggest that where there is real commitment by the majority of providers and participants (and penalties for non-compliance by the few are sufficiently costly) no problem arises. Attitudes of some schools and of some teachers — in the absence of a generally recognised and assessable second context of learning — may so far have proved a more important barrier to progress. Time may be needed to overcome this inertia with appropriate staff development and the experience of building up the network of opportunity in each locality.

It may still be of value to explore alternatives in order to extend the range of experience, provide variety and enrich the more obvious provision. One possibility might be an appropriate adaptation of the East European practice of providing a special training workshop in an industrial enterprise. As long as the workshop is engaged in real work producing goods or services for a genuine consumer and integrated into the enterprise the arrangement seems to provide a valid experience of working life. Organised work for the community would offer further valuable experience. A combination of such experiences, clarified and consolidated by periods of reflective learning, or residential education should constitute a context within which all pupils may find ways to satisfy their learning needs.

We have been at some pains to talk about 'experience of working life' rather than to use the term 'work experience' for three reasons. The first is that a number of so-called work experience schemes fall short of the criteria by which we would wish our proposals to be judged. The second (discussed below) is because we see work experience as only one possible element, though a very important one in the development of a second learning context of the kind we advocate. The third reason is that for many young people today their first experience after leaving school will not be work, but looking for work and not finding it.

The DES in their circular 7/74 have established general guidance on work experience schemes that may be set up under the Act of 1973, which permits pupils in the last year of compulsory schooling to take part in such schemes. Our recommendations should fall within the provisions of both the Act and the Circular.

'Work experience' has been denigrated in some quarters because some school-based schemes seem not to have worked within the spirit of the Circular though they may have obeyed the letter of the Act. The abuse of some post-school WEEP schemes — and the use of young people as substitutes for redundant workers — has also caused a degree of odium to spill over on to school-based schemes. Apart from abuses of this kind some schemes have not begun to approach the pattern which we are proposing for the following reasons:

(i) there is a misunderstanding about the nature of 'training' and 'education' which are seen as activities of a different character, carried out by different people and which do not require close co-ordination;

(ii) partly in consequence of (i) there is no attempt to integrate activity within the school with activity in the placement or to establish any continuity of experience;

(iii) as a result, there is an insufficient amount of reflection and analysis of the experience, comparison between pupils' experiences and the consequential personality growth and personal learning that are major objectives of the activity;

(iv) because (in some schools) the programme is confined to the lowest attainers and the least motivated, it may appear isolated from the main activities of the school, exist as a low status activity in the school and be resented in the workplace as an attempt by the school to off-load its problems;

(v) finally, there is not continuity in learning with other areas of experiential activity or with the main area of subject teaching.

Our second reason for wishing to speak of 'experience of working life' rather than 'work experience' arises from this last point. Our advocacy of the second learning context envisages a range of experiential learning activities — many of which already exist in some form in many, perhaps a majority of schools — but which are not co-ordinated into a coherent and continuing programme that covers *all* pupils and which is recognised as of equal importance as the traditional area of school activity by being included on an equal basis in the overall system of assessment. A most important element within the second learning context would be a period or periods — a minimum of four weeks over the last two years of school — of residential education. It might not necessarily be taken in one or two single blocks. It could adopt a variety of patterns, but in all cases would need to involve opportunities for meeting — individually and collectively — challenging situations that could be related back by appropriately trained tutors to the real-life situations young people would need to confront. The essence of all the range of experiential activities that would go to make up the second learning context — whether they are work-based activities, community-based or devised in other ways — is that they should involve the conscious development and practice of adult skills and attitudes which would be seen by the pupils as germane to their present activities and their future roles in their adult and working lives.

These considerations and above all the question of the degree of choice open to any young person leads us to an examination of precisely what we mean by 'work' in this context. While we do not wish to indulge in the over simplified ritual of denigrating the work ethic, we should, on the other hand, want to acknowledge that work cannot be simply identified with 'paid employment'. As others have remarked, paid employment can be inimical to the moral values of work, just as schooling can be inimical to the aims of education. We have already commented on the fact that most work contains 'the routine, the unpleasant, the boring'. On the other hand, a company training officer who was a member of the Study Group did indicate that modern technology was affecting the requirements that manufacturing industry was making even of its process operatives.

> Development in industry appears to be moving with increasing rapidity in the direction of more sophisticated plant and control systems. This will carry with it the necessity for a growing proportion of process operatives to have the ability to learn new methods, to adapt to new plant and processes and to be able to operate more complex controls. They will need increasingly to be able to understand and interpret instructions. There will be a greater requirement for ability to think and reason, and the possession of a certain degree of nous.

Thus we have two perceptions — a dehumanised scene peopled with an alienated work force, on the one hand, and an electronic future, rich with new opportunity on the other. If experience of working life merely permitted young people, before they finally left school, to explore the reality that lies between these two pictures of the world of work and to reflect upon it, it would more than justify its selection as the major component of the second learning context.

Assessment and evaluation

A first step towards an alternative to the present arrangements in education might be for teachers in a school to draw up a list of adult competencies (identifying the coping skills involved) that it was reasonable to expect most genuinely autonomous adults to possess. They would be considerably helped in this task if they drew in responsible figures from outside the school to help them in this task. Parents, of the less successful as well as the successful pupils, employers, trade unionists, representatives of community agencies and voluntary bodies, all might have a contribution to make in drawing up a list. But since such competencies and the variety of skills which they embody cannot be evaluated by means of written terminal timed tests, it becomes once more apparent that this kind of test needs to be abolished and replaced with other forms of validated certification.

Identification of skills in this fashion and their translation into learning objectives not only can ensure that they will be taught, but also makes it possible for them to be assessed independently of the content of the subject area in which they are presented. A system of competency profiling (which would assess skills) could give an accurate picture of the level which a young person had reached in each of a range of competencies. These would relate directly to future roles in employment as well as more personal roles in private life. A profile would be of infinitely more value to the possessor and to any prospective employer than the more generalised verdict of a grade in GCE O level or a CSE. Examination grades are difficult to interpret and often impossible to relate to the actual requirements of any particular job. A more rational examination of precisely what competencies each job in his company entails, would enable an employer to match the competency profiles of applicants against the requirements of the job and so arrive at more objective selections.

In conclusion it is perhaps necessary to recall statements from our earlier reports which reveal continuing strands of our thinking. In the third report we stated:

> The education and training of young people who leave school should not be terminated merely because they have completed a period of full-time education within the formal education system. On the contrary, it should be seen as a continuing process with a further phase in which work and the workplace are its main focus. Thus it is logical to regard school leavers, at work or unemployed, as young workers and citizens in training.

In this report we have suggested ways in which young people can be prepared for the opportunities which this further phase of education and training should present. In elaborating our thinking about two parallel but inter-related learning contexts we have not forgotten the words of our second report:

> Within the schools, alternative curricular pathways should be developed, whose goals are located outside the educational system itself. Courses should be developed for pupils who would be pursuing parallel but alternative curricular pathways designed to promote academic and social development, but having different career goals from those pre-determined by higher education requirements. These courses should look towards adult life, preparing pupils for growth towards autonomy in their life at work, at leisure and in society.

The two learning contexts we have identified should between them provide opportunities for the acquisition by *all* young people of the generic knowledge, skills and abilities that they will need in order to cope with the broad spectrum of problems and opportunities that is presented by the adult world of work and leisure.

SUMMING UP

Michael Leech

These four very practical reports on the education and training of young people developed sound philosophy around the unifying thread of the learning process; the need for a coherent national framework was cogently argued.

The commentaries have underlined the strength of the original concepts. They commend those many local, regional and national initiatives which have taken place since, or are in hand, which serve to implement and support the reports' ideas. Yet key parts of the agenda for action have not come to fruition and, above all, the national framework is still not in place.

The four reports were written in a context of world-wide economic recession, which at the time was having a devastating effect upon British industry, and in turn society at large, not least due to the ravages of unemployment. To many commentators then, our education/training system was found wanting.

In 1989 the context is one in which the economic crisis has receded somewhat; where British industry and commerce have undergone substantial re-structuring and the unemployment situation has improved. Yet the 1990s seem set to bring accelerating and discontinous change (Handy, 1989). The nature of work is characterised by a trend to fewer full-time jobs; more self-employed, part-time and temporary workers are a developing feature. It is estimated that there will be an increasing emphasis on cerebral skills rather than manual skills, and that half the brain-skill jobs will require the equivalent of a higher education or professional qualification. At the same time the reducing size of the 16-18 age group will bring about increased re-entry to jobs for adults. Meanwhile the proportion of people aged 65+ will be increasing, and the trend could accelerate whereby some would undertake work, albeit part-time and often voluntary. There are also indications that the length of full-time job life is shortening given the propensity for longer pre-employment qualification periods and early retirement.

Other changes in context include the move away from labour-intensive manufacturing, the move towards knowledge-based organisations and a move towards service sector industries. Britain is now firmly in the grip of Europeanisation, and extensive multi-national company activity only serves to accentuate the concept of the 'world as a global village'.

Recent analysis (NEDO/MSC, 1984; Constable & McCormick, 1987) have demonstrated the need for a better educated and trained workforce if Britain is to survive economically. Some authors (Barnett, 1986, Scase & Goffee, 1989) point to the deep-rooted cultural and class hurdles still to be overcome if employees, including middle managers, are to move from a compliance mode to one of self-esteem (Peters, 1988) where group skills, team-work, and a different style of leadership can create a successful organisational climate.

AS VALID TODAY

Given the above brief review of context and scenario, the four reports' proposals are as valid today as when written. While some of the curricular proposals are being taken up, e.g. in the form of the Technical and Vocational Education Initiative involving the 14-18 age group, it is still the case that many of the ideas expressed in the reports are not affecting or permeating all the education/training pathways in the 16-18 phase. This is particularly true for young people in the school/higher education pathway based on GCE A level. It is not certain that, even if the 14-18 phase continues to be the focus of attention and resources, success will bring about a rapid enough knock-on effect into earlier phases of school education or into higher education — let alone elsewhere on the education/training map. The above contextual analysis calls for a more radical development of the four reports' ideas.

If Britain is to hold its own in economic terms, at least over the next two decades, it is imperative to extend the reports' model to learners beyond the age of 18. Thus a concept emerges of *adult learners in continuing education/training*.

This would appear to have a number of immediate advantages. Given that some learners need, or choose to take, more time to move through stages of a pathway, the artifical hurdle placed by age could be removed. Pathways could be designed to permit step on/step off. Momentum would increase for assessment and accreditation of prior experience, including work-based learning (SCOTVEC, 1989). Equitable funding support for different learning pathways would be more meaningful. A national record of achievement (RoA), applicable to any pathway, should be introduced from age 14 and be valid throughout the United Kingdom, with the potential for articulation across Europe. There has already been extensive work on this instrument. This would meet a demand currently being made by employers, providers and users.

Such a development re-inforces the plea from the reports that Britain needs a unitary, coherent framework to administer education/training. The two infra-structures, however innovative and imaginative in some developments, continue to generate dysfunction in their separateness (Twining, 1989).

WORK — A KEY DEVELOPMENTAL FACTOR

A potential feature of the extended concept would focus on the important principle that work is a key developmental factor in personal growth. Given that there will be progressively fewer young people choosing to work full-time from age 16 or 17, would it be too much of a discontinuous change for *all* the 16-18 age group to be given part-time work (which can be a mix of short-term full-time, part-time, temporary, shadowing, work experience) which would be duly accredited? The feasibility of this idea gathers possibility as more organisations adapt to employing part-time workers. Such an arrangement would have to be in one or more learner pathways in an education/training framework.

Since work is such an important feature in this extended concept, what are the implications of the changing nature of work (Handy, 1989), such as the later age of entry into jobs (27 in West Germany, 24 in USA, 22 in Britain), the greater emphasis on cerebral skills and the re-entry factor? If work is such an important element of self-respect, do we know enough of what happens to self-respect and personal growth when work is postponed beyond the age of 18, say to 22 or to 25?

It appears practicable for the curriculum philosophy of the RPPITB reports to be extended beyond age 18, especially if context is taken into account. The themes of vocational preparation should be available to all (FEU, 1987a), irrespective of age, gender, ability and race. The fourth report's development of curriculum features such as 'taught' and 'learnt' curriculum, skills and competencies and personal learning agendas fits well with some learning pathways in the post-18 phase.

It is conceivable that the higher education sector, especially universities, would face the greatest changes in adapting to the extended concept, especially when coping with matters such as access for older learners who re-enter the learning process, and who may include 'third age' learners who may want quickly to negotiate their education/training learning agendas. What are the risks of postponing such empowerment over a lengthy study programme? Expensive drop-out can be one (Dixon, 1989). Credit accumulation and transfer, associate student schemes and modular structures will help institutions adapt to the changing pool of learners (Fulton & Ellwood, 1989).

It will be important to develop the concept further from the perspective of the young adult learner, given the proposal to involve all the age group 16-18. Exploration of issues surrounding behaviour, motivation and disruption will be relevant; preliminary models developed in FE (FEU, 1987b) may be useful, and a post-18 dimension should also be investigated. Youth service and careers workers will contribute key insights for future strategies of new education/training pathways. Leadership development based more on the Industrial Society model than class-based approaches could be a useful component of the learning process.

ATTITUDES OF LEARNERS

Perhaps the greatest amount of work will need to be done in the field of how adult learners act or react in different learning contexts. Issues of integration and dysfunction, not least where women learners and men/women ethnic minority learners are involved, can surface in higher education institutions (Weil, 1988). If this can happen in this type of learning pathway, what might be happening in a company-based situation? There are also important lessons to learn of attitudes to training of learners in community and project-based schemes (FEU, 1989).

Both the young adult and adult learner will need access to a range of educational guidance and counselling points; these may need to be developed as formal/informal networks.

The implications for organisations in the education/training framework are far-reaching given the context and scenario posited above. They face the need for radical adaptation in the next decade; failure to do so will undermine Britain's economic revival and leave the door open for the need to be fulfilled in other ways. Client-centred responsiveness (Theodossin, 1989) will be called for as institutions and local authorities re-organise around service to the individual rather than bureaucratic functions.

But it is the staff working along the various learning pathways who will experience the biggest changes, whether school teacher, detached youth worker, lecturer, industrial tutor, careers adviser, community project leader, and so on. They will need to become multi-skilled, to work across boundaries (Shackleton, 1988), and to work in multi-organisation teams. The experience, reflection, learning model of their learners will form a key strategy of their own education/training, with much emphasis upon on-the-job development, assessment and accreditation. They too will build a 'Record of Achievement' on a credit accumulation and transfer basis.

The above paragraphs briefly touch upon some of the dimensions of where change would impact, with the extension of the original concept. It is then necessary to consider the unifying thread of the learning process. It seems reasonable to assume that the process developed in the reports is sufficiently broad to embrace the extended concept. But given the adult learner perspective, and the importance of achieving a form of language sufficiently neutral to span all sections of the education/training framework, it would seem appropriate to use the four capabilities which form the aim of **Education for Capability**:

> they (learners) need to improve their *competence*, by the practice of skills and the use of knowledge; to *cope* better with their own lives and the problems that confront them and society; to develop their *creative* abilities; and above all, to *co-operate* with other people.

It should then be possible to flesh out these capacities, and their applicability, in those formal/informal learning contexts where learning needs to be assessed, accredited and recorded in an accumulative and transferable way.

The other task is to consider the need for a unifying framework to give overall coherence to the education/training system proposed. For this it should be possible to use Education for Capability as an organising principle (Flower, 1986). The above extract from the Capability Manifesto, originally published 1979, would form the mission statement for the unifying framework. All the components of the framework would organise around this starting point; many current separate developments, such as TVEI, Access to Higher Education, National Council for Vocational Qualifications, would embrace this statement, review their objectives, and build in performance indicators to assist in monitoring and evaluation. Institutions, companies and adult guidance networks could do the same.

It will be useful to distinguish between two perceptions of the learning environment — that perceived, planned for and organised by the providers, and that experienced by the learners. The latter perception influences what students learn and how far their four capacities of capability are developed. A further application of capability as an organising principle is, of course, that all the workers in the education/ training system need to have developed the four capacities too. There are two other considerations, assuming the unifying framework emerges. It will be important to develop strategies for the 'third age' learners (Handy, 1989); many will have much to offer such a scheme. The other major task will be to manage the transition. This stage will inevitably go on for several years, and will call for substantial imagination and innovation if it is not to impair or slow down the implementation of the extended concept.

Two particular barriers to success are likely to be the on-going anti-industrial culture in Britain, and the complementary anti-intellectualism among those learners who cannot or will not develop themselves to handle cerebral rather than manual jobs. The imperatives of the reports' original proposals, and of their extension suggested above, will require a long-standing change of attitude as the 'informated' organisation, or institution, in an 'informated' society becomes the norm (Zuboff,1988). This change of attitude must be towards learners and workers, to empower them as enthusiastic learners, able and knowledgeable about how to use better learning opportunities. New learners in new roles cannot successfully emerge without the formal and informal structures to help them. The four RPPITB reports still show the way forward in Britain.

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APPENDIX 1:

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APPENDIX 2:

Glossary of Acronyms and Initialisms

BEC	Business Education Council
BIM	British Institute of Management
BTEC	Business and Technician Education Council
CBI	Confederation of British Industry
CGLI	City and Guilds of London Institute
CNAA	Council for National Vocational Awards
CSE	Certificate of Secondary Education
DES	Department of Education and Science
EATE	Economic Awareness in Teacher Education
EITB	Engineering Industry Training Board
FE	Further Education
FEBP	Federation of Edcation and Business Partnerships
FEU	Further Education Unit
GCE	General Certificate of Education
GCSE	General Certificate of Secondary Education
HE	Higher Education
HMI	Her Majesty's Inspectorate (or Inspector)
HNC	Higher National Certificate
ILEA	Inner London Education Authority
ITB	Industrial Training Board
LEA	Local Education Authority
LEN	Local Employer Network
MSC	Manpower Services Commission
NCVQ	National Council for Vocational Qualifications
NEDO	National Economic Development Organisation
ONC	Ordinary National Certificate
RoA	Record of Achievement
RPPITB	Rubber and Plastics Processing Industry Training Board
RSA	Royal Society of Arts

SCOTVEC	Scottish Vocational Education Council
SEA	Socialist Education Association
SED	Scottish Education Department
SLS	Social and Life Skills
TEC	Technican Education Council
TSA	Training Services Agency (a predecessor of the MSC)
TVEI	Technical and Vocational Education Initiative
UVP	Unified Vocational Preparation
WEEP	Work Experience on Employers' Premises
WO	Welsh Office
YOP	Youth Opportunities Programme
YTS	Youth Training Scheme

DR MORRIS KAUFMAN: A PERSONAL NOTE

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Most readers of the texts which are gathered together in this publication will, I imagine, value them as important, innovative and, despite their date of origin, powerfully relevant, educational documents.

For me they are that and much more. Behind the measured, impersonal prose, I can hear the living voice of Morris Kaufman with its gritty optimism, principled indignations and its absolute doggedness in pressing home a crucial argument. It was a voice I knew for nearly sixty years and which I first encountered when we both entered the first form of a little East End grammar school. For the next five years our lives ran closely parallel as we made our way inexorably towards matriculation. We sat together night after night in his tiny living room in the 'buildings' in Christian Street testing each other out for impending exams. After that our academic and professional paths diverged.

I took the conventional route to a degree in English and he fought his way to becoming a scientist through a job and part-time study. Tough going indeed! I am persuaded that it was a profoundly formative experience. At the very least it gave him a deep and lasting sympathy for young people who were taking 'other routes' into qualifications after leaving school.

I can see us both in another tiny kitchen after his family had moved into a little house in Jubilee Street. I was thumbing through one of his notebooks. All those carefully labelled drawings — cross-sections of buttercups, that sort of thing. Botany? We had a giggle about this. The Jewish East End and botany seemed a bizarre combination. Maths, yes. Physics, yes. But botany? Morris had the last word. 'But Chaucer is kosher, eh?' As the years rolled by we both came to adopt as an article of faith that no area of knowledge needed in principle to be a closed book for anyone and that the notion of an intrinsic opposition between the arts and sciences was a crippling view of learning. Which is why you could always find Morris and his wife Rene at concerts, in art galleries and museums or up to their eyes in novels.

Rene was good enough to let me have some of Morris's major publications in the field of polymer science and also a crammed box file of miscellaneous papers. Reading them through, the papers of a lifelong friend, was an extraordinary and, of course, moving experience. Here cheek-by-jowl were off-prints of papers for journals, typed notes for all kinds of lectures (specialist or popularising), handwritten jottings for less portentous occasions. How did he find time for it all? I thought I knew all his major interests and activities since we tended, when we got together, to jabber on about what we were up to. Nevertheless, amongst these papers, I kept stumbling upon the unexpected. A paper of 1970 warns of the health dangers to workers producing vinyl chloride. And there was a delightful, humorous and wise Annual Young People's Lecture for Manchester Poly.

The papers were not classified but through the heterogeneity I could perceive certain recurrent themes which belonged with everything I knew about Morris. It goes without saying you could hear the voice of the polymer scientist and also the historian of plastics. For him, a science without its history is no science at all. Then there was the populariser of science, especially, as always, for young people. He seized every chance to talk to school students and there must be many people around for whom he unravelled the mysteries of the one molecule lavatory seat. No matter how technical the material he was handling you can always catch a glimpse of a scientist determined to keep people at the forefront, to stress that knowledge is made by human beings. One of his papers, delivered in 1972 at the International Rubber Conference, begins with these words:

> *This paper differs from all others presented at this rich and varied conference in that, with this exception, they all deal with the inanimate. Impersonal materials, processes and procedures provide the general subject matter.* **This** *discussion concerns people, the agencies upon whom everything else*

> *depends but who figure so infrequently in our technical deliberations.*

As early as 1969 in the preface to his **The History of PVC** he set out his stall.

> *This book is the outcome of a conviction that teaching aspiring rubber and plastics technologists the* ***bare bones*** *of polymer technology provides lifeless two-dimensional study. It throws no light on the* ***reasons*** *for technology and the mainspring of its progress.*

And a few paragraphs on,

> *I believe there is a great need for research that takes advantage of the oral recollections of participants.*

So in his historical quest he hunted out old gentlemen all over the country who were the surviving pioneers and who could give life blood to the material he excavated from the archives of libraries. I don't think he could have realised that at that very period there was being established the now powerful school of oral history. Its members would have welcomed him as a founding father. Notice, moreover, that his very social history was motivated in the first place by the need to provide a special ingredient in the education of students.

When Morris was appointed Chief Training Officer at the Industrial Training Board of the Rubber and Plastics Industry he was brought straight into the world of education-and-training (he and Fred Flower were always lamenting that there wasn't a single word for these two inseparables). At this point our two professional paths converged. We talked interminably of what learning really meant and how it happened, whether language could help rather than hinder learning, why lively young students failed in the educational system and always, always we returned to the topic of who best to bring about change. There was a time when, pushed by Morris (how many have felt that irresistible force?), I managed to get together a meeting at the University of London Institute of Education at which some of my colleagues and some of his hoped we could initiate some productive collaboration. In the event it all ran away into the sand, overwhelmed by the deep seated conservatism of such institutions. Morris gnashed his teeth. Such places, he knew, were nicely tailored for those who had worked their way through the system in the fully approved manner. No surprise then that you can find him sounding this note time and again,

> *. . . experience in further education continues to show that there is a constant stream of young people who for one reason or another missed the road of full-time education but who nevertheless are fully capable of achieving a degree or equivalent qualification.*

Needless to say he was always making the more general point that the so-called failures of the system could come good given the implementation of the kind of policies elaborated in this publication.

Morris was a generator of ideas. I mean ideas for action. God knows how many committees, boards, councils and the like he chivvied into decisions which would change people's lives. He made things happen. Those who know about the barnacled intransigence of institutions can only marvel at how he could jostle and coax them into action. My personal involvement was small in all this. Nevertheless no long interval would elapse without a phone call inveigling me into a minor contribution to something he had afoot — some comments on an HMI report, suggested names for a committee or a job, and so on. He must have got in touch with dozens of others on such occasions.

After retirement Morris was as busy as ever. He worked on several projects, most notably on Youth Aid with Clare Short MP, who paid tribute to him in a moving, appreciative letter.

There is a poem by W H Auden which begins, 'A shilling life will give you all the facts' and in a dozen lines proceeds to give you a cynical biography. But no biography, not even for the most quiescent, conforming, passive person, would give you all the facts. How much more so, then, for Morris within this small space. All we can do is say, 'Did you know he did such-and-such?' and hope that will serve to suggest much more, perhaps even those things which are elusive or not easily spoken of. I wouldn't attempt it.

Morris would have been outraged if an old friend spoke of him and his life's work without saying that none of it would have been possible if it had not been for the fact that he was a lifelong socialist and a particular kind of Jew. The two were inseparable in him. They were his idiom: they provided his engine. A glimpse of this emerged in a taped interview he gave while holding a fellowship at Cornell University a short time before his death. He explained how, through his dad, he was heir to a particular Jewish tradition which was socialist, atheist and non-Zionist and which cherished literacy in Yiddish rather than Hebrew. If you examine all the things he achieved and fought for, you will find that underneath them all, however obliquely, were these two shaping influences.

It is said, the story is apocryphal, that Galileo, when he left the Inquisition, having been forced to recant and to agree that the earth was the static centre of the universe, muttered under his breath as he went through the door, *'Eppur si muove'* (All the same it does move). Let that serve to epitomise Morris's attitude towards life — a stubborn, unwavering steadfastness which I both envied and drew strength from. **All the same, it does move.**

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